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This report briefly reviews America's national heritage and the evolution of public agencies and institutions. outlines current national goals. examines the problem of Americans isolated from the mainstream of society. analyzes the present activities of the Cooperative Extension Service. and gives the Joint Committee's recommendations for the future. Focus is on problems which are identified as having the highest priority. They are: the central city and its suburbs. the plight of the rural community from which many are migrating and where small farmers battle against the effects of the larger and more efficient farmers. domestic peace. unequal opportunity. international peace and economic development. crime. a stable and balanced economic growth. and the blending of traditional values and institutions with new concepts. It is recommended that Cooperative Extension Service adapt its staff and program effort to serve a broader range of social and economic problems more adequately. while strengthening its assistance to the agricultural sector. (nl)

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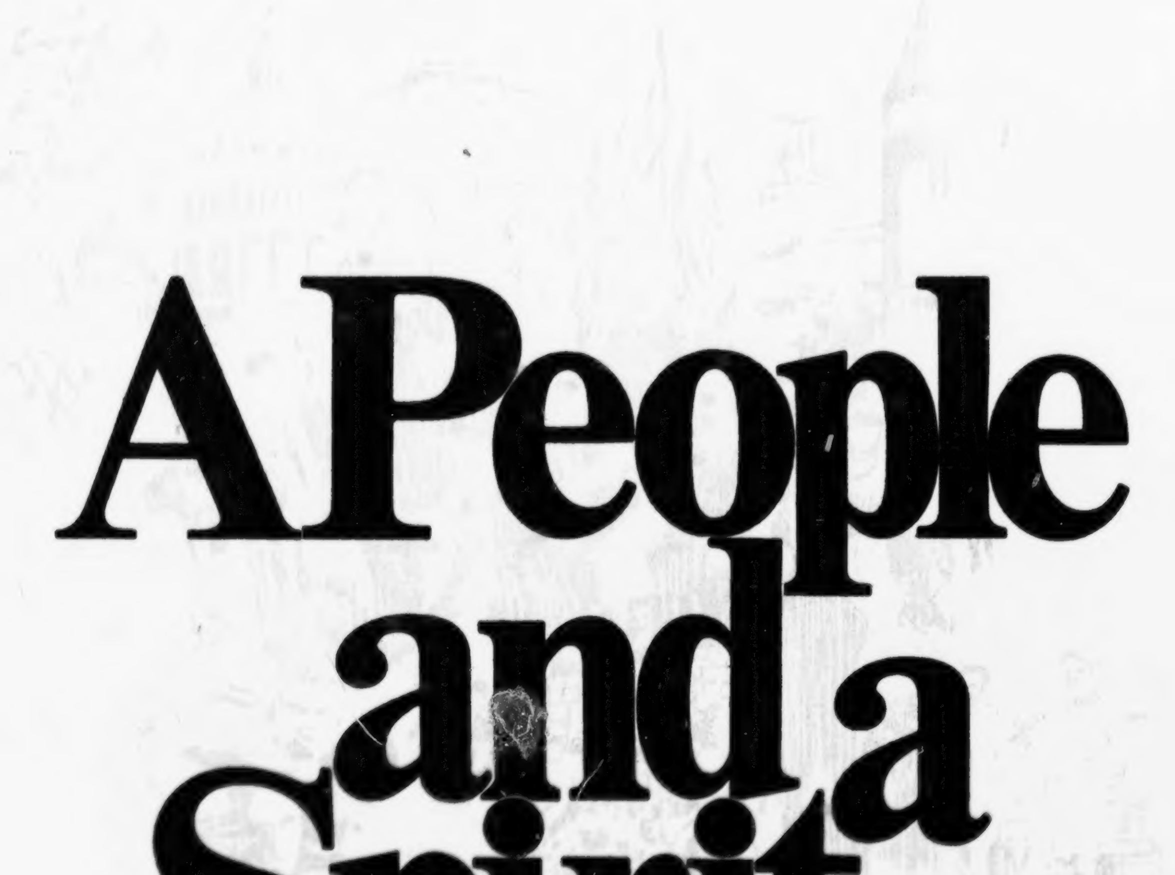
A People and a Spirit



A REPORT OF THE JOINT USDA-NASULGC EXTENSION STUDY COMMITTEE

Issued in furtherance of Cooperative Extension Work in agriculture and home economics, Acts of May 8 and June 30, 1914, in cooperation with the United States Department of Agriculture. Carl J. Hoffman, Acting Director of Extension Service, Colorado State University.

A Report of the
Joint USDA-NASULGC Study Committee
on Cooperative Extension

A People
and a Spirit

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Preface

The Cooperative Extension Service has, for more than half a century, been a dominant force in rural America. The maturing of the nation as an industrial economy with heavy international responsibilities has brought about significant change in the nature and scope of public support to our people. The changing environment of the urban and rural sections of the United States has resulted in modification of the program thrust of Cooperative Extension.

The Joint Study Committee has taken note of newer legislation directed toward the urban, low income and minority group problems of the nation and has sought to place Extension's efforts, its organizational structure and its stated concerns for future emphasis into a meaningful relationship to the major goals and problems of the country.

This Report briefly reviews our national heritage and the evolution of public agencies and institutions, outlines current national goals, and examines the problem of Americans isolated from the mainstream of society. It discusses the basic problems of our times.

Against the backdrop of historical evolution and the changes in our society, the Report analyzes the present activities of the Cooperative Extension Service, then develops the Joint Committee's recommendations for the future. These are based upon the public need as seen by the Committee and upon the capabilities of Cooperative Extension to serve those needs.

The Joint Study Committee

In January, 1966, the Extension Committee on Organization and Policy (ECOP) asked the Executive Committee of the National Association of State Universities and Land-Grant Colleges (NASULGC) to support a national study of the Cooperative Extension Service by the Association and the U. S. Department of Agriculture. The study was requested by the Extension Directors in an effort to obtain a top level analysis of Extension's present posture and the role it may be expected to perform in the decade ahead.

Approval of ECOP's request by the NASULGC Executive Committee was followed by an affirmative response by the Secretary of Agriculture. The Secretary's Memorandum No. 1601 dated October 5, 1966 formally outlined the purposes of the study in the following manner:

Joint Committee to Study the Cooperative Extension Service

The system of joint USDA and Land-Grant University responsibility for Cooperative Extension work requires a cooperative determination on major policies and program direction for effective service to the public. The basic legislation establishing the Cooperative Extension Service specifically provides that the work be carried on in such manner as may be mutually agreed upon between the Secretary of Agriculture and the State Land-Grant Universities. The National Association of State Universities and Land-Grant Colleges concurs in the proposal that a joint study of the Cooperative Extension Service would be helpful in providing a stronger base for continued cooperation and in bringing about better mutual understanding of Extension's role. Such joint study by a duly constituted advisory committee is determined to be in the public interest in connection with legally authorized functions of the Department (7 U.S.C. 342). To conduct this study, a committee is hereby established, to be composed of representatives of the Land-Grant Universities, the general public, and USDA agencies.

Purpose of the Joint Study

- **To analyze and evaluate past contributions of the Cooperative Extension Service and assess its present posture.**
- **To review basic administrative and operational relationships between the Department of Agriculture and the respective Land-Grant Universities for the purpose of building a stronger program based on mutual understanding and direction.**
- **To examine the functions exercised by the Cooperative Extension Service in relationship to other extension and extension-related programs of various executive departments of the Federal Government.**
- **To project the future scope, direction and redirection of the Cooperative Extension Service in order that it may make the maximum contribution to local, state, and national goals and needs of the people it serves.**

The Association appointed six representatives. A like number of USDA officials were appointed by the Secretary of Agriculture. Three representatives of the public were appointed by joint action of the Association and the Department.

A Staff Task Committee was appointed to conduct various studies and analyze data for the Committee's use. The Committee has intensively studied the problem before it. Its report and its recommendations are the product of a serious review and analysis of literature, attitudes, national problems and the function of the Cooperative Extension Service within the land-grant system and the Department of Agriculture.

The Committee did concern itself with relationships of the Cooperative Extension Service to various educational and developmental programs. It did not attempt, nor was it charged with a review of General Extension programs of United States institutions of higher education. Omission of a detailed analysis of General Extension programs was in no sense designed to ignore those important educational activities. The Committee simply considered its role to be related to the Cooperative Extension Service.

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A People and a Spirit

Our National Heritage

Land of opportunity! Land of freedom! Land where a man could carve an empire with a little luck and the brawn and brains God gave him!

The American dream swept the Europe of the late 19th Century and hung like a rainbow of promise for the young, the adventurous, the downtrodden and the despairing. The dream drew men and their families from many nations. They came seeking many things, but foremost was opportunity. Here was a land that beckoned from across the sea with a concept of government that dared to decree the right of any man to make his mark. Humble beginnings simply made it possible to climb higher. With the exception of slavery, ours was a nation that dared to shatter the time honored privilege of the rich to hold the peasant in subjugation. Here was a country that would give a man his own land if he but had the courage to take it and hold it.

There was risk, to be sure, but a man's hard work was spent for himself and his family, not for some lord or count who frittered away the wealth brought out of the soil by the sweat and tears of faceless peasants who knew neither respect nor the promise of better days.

And so they came, with their separate languages and customs, their different beliefs and aspirations, but with a common desire to achieve as free men. And America welcomed them and made them her own.

The great promise—the great experiment—became a nation. There was little desire to retain the traditions or to perpetuate the systems from which her new citizens had come. The nation was truly a melting pot of many nationalities, each one bringing its own contribution. The artisans and craftsmen, the shopkeepers and businessmen, the farmers and the lawyers all sought their own special and personal opportunity. There were also the ministers and educators who imbued the nation with a fear of God and an insatiable desire for learning.

There was also drive—ambition—restlessness. The chance to achieve was not enough. A man's self respect demanded achievement. Each family was its own economic and social unit and rose or fell on its own ability and effort.

This, then, was our heritage. We broke cleanly with old traditions. We based a nation upon an almost fanatical desire to permit an individual to control his own destiny, and we built our institutions to accommodate this concept.

Institutions to Accommodate the Philosophy of the New World

The Constitution—Hewn out of compromise, the Constitution set the stage upon which all subsequent government and organization was to be built. This superlative document rests upon a theory of popular sovereignty—the concept that the government was created by and remains subject to the will of the people. A corollary is the concept of limited government—one possessing only those powers conferred upon it by the people.

The United States built over the years a series of institutions structured to develop the nation by assisting the individual. The federal role was conceived to be one of stimulation, support, and innovation.

Public School Land Grants—In the Land Ordinance of 1785, young America gave high priority to education. The setting aside of one section in each township "for maintenance of public schools within the township" must rank as legislation of the greatest national significance and as a prime example of early national leadership in institutionalizing a concept of human development for the national good.

Railroad Land Grants combined the profit incentive with national objectives. Only with greatest reluctance was federal support first accepted for grants of land made through state government to the railroads. By granting the land rather than developing a governmental transportation system, we built a free enterprise railway system rather than a governmental monolith.

The Homestead Act in 1862 gave specific meaning and substance to the right of the individual to achieve in accordance with his own ambitions and capabilities, and, at the same time, played a major role in developing the nation.

The Land Grant College Acts (Morrill Acts of 1862 and 1890) created institutions of higher learning through assistance from the federal and state governments. By granting parcels of the public domain to each state, the federal government decreed that the sons and daughters of the working classes should have the opportunity for a college education. The philosophy broke cleanly with European traditions (as well as those of our eastern private universities of the time) of education for the socially elite and affluent.

U. S. Department of Agriculture, set up in 1862, gave leadership in stimulating the nation's agricultural development by establishing a national executive office to assist the agricultural industry.

Thus, out of the agony of the Civil War, came the Morrill and Homestead acts and formation of the U. S. Department of Agriculture—three significant pieces of legislation that were to affect profoundly the development of rural America.

Anti-Monopoly Legislation—The developing industrial strength of the United States spawned large and powerful corporations. The tendency toward monopoly was checked by passage of the Sherman Anti Trust Act in 1890. During the next quarter century continuing litigation and policy development was centered upon corporate structure and industrial organization, culminating in 1914 with passage of the Clayton Anti Trust Act. The nation set limits upon industrial power, just as it had limited its government.

The institutions created during the 19th Century did achieve the purposes for which they were created. In fact, those institutions probably exceeded the fondest dreams of their founders. Who could have foreseen their combined impact? In 1862, who could have visualized that by 1900 the West would have been crisscrossed by railroads, the nation dotted with rural schools, each state the home of small but significant colleges of agriculture, and populated by farmers whose partially mechanized production capability even then was capturing the imagination of other nations.

The agricultural experiment stations, research component of the land-grant colleges, only 13 years old at the turn of the century, were beginning to uncover new knowledge related to agricultural production.

But two characteristics of this period are significant. First, the business practices of the 19th Century had developed great wealth for a few. The factories still exploited the immigrant laborer. Although there was individual opportunity, it was marred by the opportunism of "big business." Secondly, the farmer, while his own boss, was finding his lot a hard one. He had survived Indian raids, drouth, hail and pests, but he was poorly financed and lived in an environment that made his wife and children little more than voluntary slaves to the drudgery of everyday life. He was strong in his freedom, self reliant, and hard working. But too often his work and his freedom brought only despair. He was isolated from his neighbors and from sources of information by which he might improve his lot. The slaves, given freedom by the Civil War, found themselves equated in many respects to the peasant farmers of Europe. Uneducated, they had some measure of security in a plantation system of agriculture but had little chance for self development. And into this environment came Cooperative Extension.

The Smith-Lever Act of 1914 created the Cooperative Extension Service by which practical information could be taken from the land-grant colleges and the Department of Agriculture to the people in their local environment. It insured the educational nature of the new agency by making it a third branch of the land-grant system. Extension thus became a unique American innovation in education.

Federal Land Bank—The federal government assistance in the farm credit field was given specific substance when the Federal Land Bank system was created in 1917 to assist farmers and ranchers by providing long term, minimum interest financing of agricultural production enterprises.

Legislation of the Thirties—The 1930's saw great expansion in the Department of Agriculture. New legislation created the base for developing rural electric and telephone services through the Rural Electrification Act. The Soil Conservation Service promoted wise land use. The Agricultural Adjustment Act provided subsidy payments to farmers in a national effort to stimulate the lagging income of American agriculture. Farm credit services, assisted by government, were expanded by creation of the Farm Security Administration. A new concept evolved with the Tennessee Valley Authority. And Cooperative Extension played a key role in winning public understanding of the new programs.

Extension's role in arranging for public discussion and in distributing information about farm programs was clearly established. As an example, when soil conservation districts were created, it was Extension's job to explain, to bring public attention to the issues involved, and to assist in local referenda and hearings which led to legal formation of the districts. At both local and state levels, Extension personnel participated. The same was true of programs under the Agricultural Adjustment Act. The TVA-Extension story is a classic lesson in interagency relationships. The Thirties saw great expansion of the "action agencies" of the USDA and a new involvement of Cooperative Extension Service in its role as the information and education arm of the Department of Agriculture.

The Marshall Plan, 1948, opened a new philosophy and commitment by the United States to assist other nations economically. Relying heavily upon our agricultural production, this program was the forerunner of later efforts in international development.

Civil Rights—The Supreme Court Civil Rights ruling in 1954 brought into sharp focus the problem of race relations. This ruling flatly stated the concern of a nation that the letter of its law must also become the spirit and attitude upon which the law was administered. The Supreme Court gave ringing reaffirmation to the Constitution's promise of "equal protection of the laws."

Legislation of the Sixties—A growing awareness of poverty in a land of plenty led to a strong anti-poverty commitment by the federal government. Legislation in the 1960's created the Office of Economic Opportunity and committed other agencies to the "War on Poverty." Additional federal support to higher education was authorized by the Higher Education Act of 1965. Title I of that Act sought to apply the Extension function to the solution of community problems. Extension work for industry was given substance through the Technical Services Act. Problems of regional development were tackled in Appalachia and subsequent regional development legislation. Passage of recent legislation such as the Public Works and Economic Development Act, the Manpower Development and Training Act, Model Cities program, and creation of a federal department of Housing and Urban Development concentrated on urban problems.

Increasing consciousness of lagging development in many countries and the potential for international unrest emphasized our commitments abroad. The need for food in the poorer nations and growing concern over the relationship of population and food supply also characterized this decade. The land-grant universities and Department of Agriculture are committed to technical assistance to underdeveloped nations.

Thus we approach the beginning of our third century of national independence—a nation of more than 200,000,000, proud of our heritage, strong in our sense of freedom and independence, conscious of our mechanical and technological abilities, and aware that we are a nation of great wealth, vast global influence and almost unlimited potential. We view the 1970's with high hopes and strong aspirations mixed with deep misgivings and apprehensions.

Change—and its resultant problems—has typified the current decade. Beset as it is by many problems, the United States has provided a degree of affluence and individual potential for the majority of its citizens which has retained for the nation a reputation as a land of individual opportunity. Healthy and continual progress, however, can be achieved only through rational and responsible effort by the agencies and institutions created to assist our people and by a spirit of the people which demands both effort and dedication. This requires the updating and upgrading of our present institutions as well as the creation of new institutions which may be needed to meet future problems of our society.

It is against this backdrop that the Joint Study Committee tackled its assignment. To arrive at recommendations for the future, the Committee examined the past and the present with particular attention to the relevance of Cooperative Extension as a developmental institution.

Goals for Americans

In order for its efforts to be useful and pertinent, the Joint Study Committee examined current goals of the United States. The best summary of national objectives for the years ahead is provided by the 1960 report of the President's Commission on National Goals. They encompass:

1. The Individual
The status of the individual must remain our primary concern. All our institutions—political, social, and economic—must further enhance the dignity of the citizen, promote the maximum development of his capabilities, stimulate their responsible exercise, and widen the range and effectiveness of opportunities for individual choice.[1]

2. Equality
Vestiges of religious prejudice, handicaps to women, and, most important, discrimation on the basis of race must be recognized as morally wrong, economically wasteful, and in many respects dangerous. In this decade we must sharply lower these last stubborn barriers.[2]

3. The Democratic Process
The degree of effective liberty available to its people should be the ultimate test for any nation. Democracy is the only means so far devised by which a nation can meet this test. To preserve and perfect the democratic process in the United States is therefore a primary goal in this as in every decade.

The democratic process functions only when the individual accepts his full responsibility as a citizen by forming considered opinions on public policy and by active participation in the choice of public representatives.[3]

4. Education
The development of the individual and the nation demand that education at every level and in every discipline be strengthened and its effectiveness enhanced.

Greater resources—private, corporate, municipal, state, and federal—must be mobilized. A higher proportion of the gross national product must be devoted to educational purposes. This is at once an investment in the individual, in the democratic process, in the growth of the economy, and in the stature of the United States.

Adult education should play a vital role, stressing a new emphasis on education throughout life.[4]

5. The Arts and Sciences
Knowledge and innovation must be advanced on every front. In science we should allot a greater proportion of our total effort to basic research, first, to realize fully the rapidly unfolding opportunities to extend still further our understanding of the world, and second, to enrich applied science and technology so essential to the improvement of health, to economic growth, and to military power.[5]

6. The Democratic Economy
The economic system must be compatible with the political system. The centers of economic power should be as diffused and as balanced as possible. Too great concentrations of economic power in corporations, unions, or other organizations can lead to abuses and loss of the productive results of fair competition. Individuals should have maximum freedom in their choice of jobs, goods, and services.[6]

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[1] The Report of the President's Commission on National Goals, from GOALS FOR AMERICANS, 1960, by The American Assembly, Columbia University, New York, New York. Reprinted by permission of Prentice-Hall, Inc., Englewood Cliffs, New Jersey, p. 3.

[2] *Ibid.*

[3] *Ibid.*, p. 4.

[4] *Ibid.*, pp. 6, 7.

[5] *Ibid.*, p. 7.

[6] *Ibid.*, p. 9.

7. Economic Growth

The economy should grow at the maximum rate consistent with primary dependence upon free enterprise and the avoidance of marked inflation. Increased investment in the public sector is compatible with this goal.

Such growth is essential to move toward our goal of full employment, to provide jobs for the approximately 13,500,000 net new additions to the work force during the next ten years; to improve the standard of living; and to assure United States competitive strength.[7]

8. Technological Change

Technological change should be promoted and encouraged as a powerful force for advancing our economy. It should be planned for and introduced with sensitive regard for any adverse impact upon individuals.

Education on a large scale is provided by many industrial firms for their personnel. Such activities combined with advance planning can minimize unemployment due to rapid technological change. Where re-employment within the industry is not possible, retraining must be carried out through vocational programs managed locally and financed through state and federal funds.[8]

9. Agriculture

The relative financial return to agriculture in the economy has deteriorated. The ultimate goal must be a supply-demand equilibrium to permit the market, with a fair return to farmers, to determine the manpower and capital committed to this sector of the economy. To avoid shock to the economy, this goal should be approached by gradual stages.

A separate problem concerns the 50 per cent of farmers who operate at subsistence levels and produce only 10 per cent of farm output. For them new opportunities must be found through training and through location of new industries in farm areas. During this decade non-farm jobs must be found—where possible locally—for about 1.5 million farm operators who now earn less than $1,500 a year.[9]

10. Living Conditions

We must remedy slum conditions, reverse the process of decay in the larger cities, and relieve the necessity for low-income and minority groups to concentrate there.

We should also seek solutions for haphazard suburban growth, and provide an equitable sharing of the cost of public services between central cities and suburbs. In many parts of the country, the goal should be a regional pattern which provides for a number of urban centers, each with its own industries, its own educational, cultural and recreational institutions, and a balanced population of various income levels and backgrounds. The needs of a growing population for parks and recreation must be met.[10]

11. Health and Welfare

The demand for medical care has enormously increased. To meet it we must have more doctors, nurses, and other medical personnel. There should be more hospitals, clinics and nursing homes. Greater effectiveness in the use of such institutions will reduce over-all requirements. There is a heavy responsibility on the medical and public health professions to contribute better solutions.

Federal grants for the construction of hospitals should be continued and extended to other medical facilities. Increased private, state and federal support is necessary for training doctors.

Further efforts are needed to reduce the burden of the cost of medical care. Extension of medical insurance is necessary, through both public and private agencies.[11]

12. Aid to Less Developed Nations

Our principles and ideals impel us to aid the new nations. The preservation and strengthening of the free institutions of underdeveloped countries, and the defense of the free world, require a substantial increase in the amount of foreign aid, to be equitably shared by the major free nations.

International economic organizations, such as the World Bank, deserve our support. We must devise new forms of cooperation, in which developing countries have opportunities for participation.

We must encourage far larger numbers of qualified Americans to live and work abroad.[12]

The Commission made the following general statements on goals for Americans:

> The very deepest goals for Americans relate to the spiritual health of our people. . . . Our material achievements in fact represent a triumph of the spirit of man in the mastery of his material environments.
>
> The family is at the heart of society. The educational process begins and is served most deeply in the home.
>
> The major domestic goals of equality and education depend overwhelmingly on individual attitudes and actions.
>
> Our goals will be attained and our way of life preserved if enough Americans take the national interest sufficiently into account in day-by-day decisions.
>
> The American citizen in the years ahead ought to devote a larger portion of his time and energy directly to the solution of the nation's problems. . . . Many ways are open for citizens to participate in the attainment of national goals. To mention but a few: they may help to control delinquency by organizing a boys' club, serve on a school board, accept a tour of duty with government, participate actively in politics through parties or interest groups.
>
> Above all, Americans must demonstrate in every aspect of their lives the fallacy of a purely selfish attitude—the materialistic ethic. Indifference to poverty and disease is inexcusable in a society dedicated to the dignity of the individual; so also is indifference to values other than material comfort and national power.
>
> A basic goal for each American is to achieve a sense of responsibility as broad as his world-wide concerns and as compelling as the dangers and opportunities he confronts.[13]

Most of the above quoted objectives undergird the analyses and recommendations of the Joint Study Committee.

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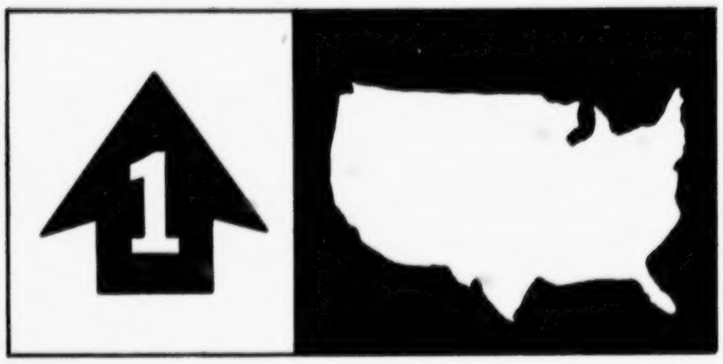
[7] *Ibid.*, p. 10.
[8] *Ibid.*, p. 11.
[9] *Ibid.*, p. 12.
[10] *Ibid.*, p. 13.
[11] *Ibid.*, p. 14.
[12] *Ibid.*, pp. 16, 17.
[13] *Ibid.*, pp. 22, 23.



Priority Issues of the United States

No nation has evolved more rapidly than the United States. We emerged from the industrial revolution with an ability to innovate, adapt, and apply knowledge which has led us to a position of world prominence and responsibility. Our agriculture has developed at a fantastic rate. Our manufacturing, distribution, and services have evolved at equally phenomenal speed. No nation has carried a larger load of international responsibility. No society has been so mobile. None has surpassed us in the practical application of research and education.

Because of our achievements, we face a future complicated by problems related to the speed of our development and the changes which that development continually imposes upon us.

A German critic has said that America is reaching the limits of the power of its institutions and its convictions. The next two decades may well prove whether we are capable of adapting to the future or whether our technology has raced beyond our ability to manage it.

Thrust abruptly into a position of world leadership, we grope for position and respect. The cataclysmic thrust of technology has carried in its wake new sets of problems on the domestic scene. The family, the school, the village, our churches, our organizations, and our institutions bear little similarity to their predecessors of a generation ago and all too often the comfortable similarities we do find are simply beacons of futility rather than a firm guide for progress.

These changes are in large part the result of three factors: (1) Specialization, (2) the fact that there is no insulated island for individuals or activities which is isolated from society, and (3) the fact that a breakdown in one part of the complex socio-economic system has an impact on all other segments. No man, no business, no activity is isolated. The problems of one sector of society quickly become concerns of other parts of the system.

The Joint Study Committee considered the following problems as highest priority concerns of the nation:

- **The American community**
- **Domestic peace**
- **Unequal opportunity**
- **International peace and economic development**
- **Crime**
- **A stable and balanced economic growth**
- **Blending traditional values and institutions with new concepts.**

The American Community

The Central City and Its Suburbs. Massive migration from rural to urban areas, compounded by obsolescence of many of our institutions and policies for urban government, is placing serious stress upon society. Seventy percent of our people now live on two per cent of the land area.

In today's American society, the ghettos represent isolation from the mainstream, lack of opportunity, lack of involvement, and frequently lack of any desire to correct the basic reasons for the ghettos' existence. The incidence of crime, pollution of air and water, and unusual burdens of taxation plague the core city.

Today's city is completely helpless in the face of widespread breakdowns in systems for power, water, sewage, fire, and police protection. Transportation systems are inadequate to handle the massive requirements of congested areas. Institutions created to serve the late 19th Century cannot meet current problems and demands.

The phenomenon of suburbia, the bedroom city, has greatly compounded the problems of the metropolis. New suburban shopping centers have drained economic vitality from the central city. Suburban residents seldom work in the communities where they live. They lack community loyalty and identification. They resent taxation in support of the core city, yet their pattern of property ownership and vocational effort imposes additional burdens upon the central city. The objectives and attitudes of suburban residents contrast sharply with those of the downtown ghetto.

The Rural Community. Much of the population boom in metropolitan areas has resulted from the outward migration of rural residents. The problems of the central city have evolved concurrently with and to some degree because of a decline in rural population. Larger and more efficient farms have forced thousands into new jobs. Many farm dropouts, seeking greater opportunity in the cities, have found themselves in even less desirable circumstances, with no improvement in their earning power, and trapped in a strange and cold environment.

The organizational patterns of county government have proved cumbersome and costly. Cost of county services per taxpayer has increased manyfold in areas of declining population and tax base.

Many rural communities lack jobs for those released from agriculture, provide inadequate vocational training, lack adequate health services and facilities, and offer substandard cultural and educational opportunities. Out migration has reduced the number of people available to support public services.

Stated government policy calls for development assistance in rural as well as urban areas, but the primary public investment has gone to the cities in recent years. Dispersion of rural population has masked the fact that the less than 30% of our population living in rural areas contains almost 41% of the nation's poor. Interest in community and regional development is widely expressed, but the processes are badly misunderstood and often the expectations are unrealistic.

Much of the research knowledge developed in the past is inadequate to deal with the combined problems of urban sprawl and core city congestion on the one hand and rural change and population decline on the other.

Domestic Peace

Our nation, founded upon stated justice and equality under the law and a philosophy of equal opportunity, finds itself torn by the cries of minority groups which in a few short years have changed from pleas for attention to militant demands for response. Rapidly polarizing positions within society accentuate the problems. They are both racial and economic in nature. Violence on a scale undreamed of a decade ago demands not only a reassessment of the problem and its causes, but development of corrective and constructive alternatives.

Unequal Opportunity

Economic Inequality. All the forces of technology, migration, substitution of capital for labor, and industrialization tend to work to the disadvantage of the undereducated, unproductive and less affluent. National policy has decreed that our affluence can and must be directed toward elimination of poverty whether it be found in the urban slum or isolated rural shack, whether it affects the long time resident or the migrant worker, whether it concerns the young or the old. This policy dictates that attention be given to the root causes of poverty, not just to alleviation of the effects.

There is economic inequality among communities. Growth and economic opportunity are concentrated in the large metropolitan areas. Lack of development is evident in many rural communities. Broader geographic dispersion of economic growth is a concern for the future.

Educational Inequality. Our society has long championed the concept of free and equal educational opportunities for all. Knowledge is now acquired and put to use quickly. This imposes severe disadvantage upon the person who drops out of the educational stream or who does not continue to learn throughout his life. The educational gap between the educated and fully utilized and the undereducated and underutilized is greater than at any period in history. A fully productive society must narrow this gap, not only in formal schooling but throughout the life of each adult.

Social Inequality. The inequalities of education and financial resources lead to social inequity. Discrimination regarding race and nationality produces social inequities directly. This problem exists throughout the nation and jeopardizes the human value systems we hold as a national birthright of every citizen.

International Peace and Economic Development

Only in recent years has the full impact of global population explosion seeped into the consciousness of an American public lulled into complacency by the world's most productive and efficient agricultural industry. We have ignored for too long the fact that only by population control and world-wide improvements in agricultural production can the poorer countries grow economically.

The agricultural know-how of Americans is exportable to less developed nations. Technology applied in other lands offers far more hope in meeting global food requirements than does the exported production of the United States or any other nation.

Conflicting national goals are often cast in a context of marked differences in available food, fiber, economic development, and individual satisfaction and well being. Attention to the problems of agricultural production and population expansion cannot alone provide international peace and satisfactory rates of national development. Attention must be given to developing the total array of institutions and the infrastructure in which they function. The responsibility of the United States in meeting this problem is more clear than are the techniques by which our leadership is to be applied.

Crime

Each year brings greater incidence of crime. The characteristics of our judicial system, with its strong orientation to protect the individual, have made it more time consuming and costly to convict the guilty. Urban congestion has been compounded by high tension living with its human stress and resultant increase in alcoholism and drug addiction. Increasing lack of response by private citizens to overt crime indicates a tolerance of violence unprecedented in America. Teenage crime has followed where opportunities for constructive, youthful activity are nonexistent or limited. No social class is exempt.

A Stable and Balanced Economic Growth

Technology spawns both progress and problems of adjustment to accommodate the changes. It also demands an expanding and progressive economy to support the costs of science, research, and change.

The close interaction of all segments of our economy leads to an interdependence of each segment upon the others. An imbalance of progress and growth in any one sector of the economy carries negative overtones throughout the total fabric of the nation.

Public policies designed to stimulate growth and progress are required. A paramount concern of our nation is the maintenance of a steady forward thrust to the economy.

Agriculture and Related Industries. Agriculture is a basic factor in national economic growth and development and remains a primary force in rural agricultural production areas.

The health of the nation depends upon the availability of nourishing food in abundant quantities. The capability of the nation to support its recreation, its arts and sciences and its technological development rests upon manpower freed from food and fiber production.

Enough income must be left after food purchases to support the activities that are not essential to maintain life. Too often we forget that food is fundamental to life itself. We dare not ignore the basic nature of agriculture—an industry upon which our lives as well as national progress must depend. Policies of the future must not be permitted to ignore this industry if other advances are to be continued.

A serious agricultural problem is a fair rate of return to the farmer for his investment in producing food and fiber. His inability to control or even to influence prices significantly has depressed the agricultural industry.

Of urgent concern in the decade ahead will be the lower income, submarginal farms, and the declining vigor and changing nature of farm communities. So-called agricultural problems will involve human as well as production factors.

Industrial Production and Services. The industrial capabilities of the nation must be expanded if economic growth and progress are to be achieved. Manufacturers are faced with both human and technological problems. The relocation of industries, housing, labor, supplies, traffic, water, educational facilities, a living environment for employees, all pose continuing considerations for industry.

The ability of our industrial production and service functions to continually adapt new technology and techniques and our ability as a nation to strengthen our industrial capability will become more important with each passing decade. The dispersion of industrial growth or its concentration will also become increasingly important.

A Responsive, Informed, and Responsible People. Economic growth shows up in the cold data of production, profit and loss. But the human factor was never more important. We have used a system of personal incentive to trigger effort on a scale unrealistic in nations which deny their people personal benefit from individual effort.

A nation of people responsive to opportunity possesses a powerful stimulus to economic growth. Personal responsibility is a corollary factor. People need information and education to maintain their understanding, their drive, and their ability to make the most of personal opportunity and contribute to national growth. We are also becoming increasingly aware of the drag on economic growth imposed by dropouts from society's mainstream.

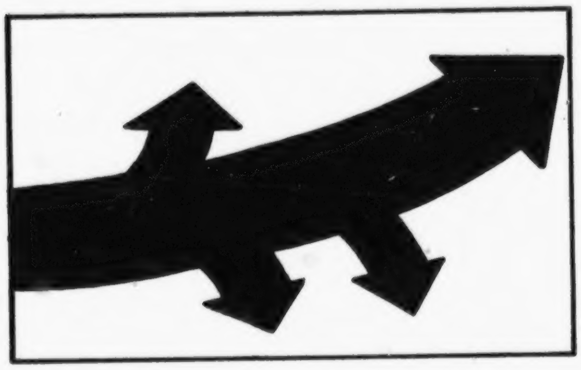
Blending Traditional Values and Institutions with Emerging New Concepts

Each year the disenchantment of our teenagers and young adults with the mainstream of government and society seems to increase. The young, now a dominant percentage of our society, question our international posture, our social objectives, our political and business ethics, and, in extreme cases, seek complete dissociation from the very society of which they are a part. There is increasing difficulty for adults to understand the problems and attitudes of youth and perhaps an even greater problem for our young to identify with the political viewpoints, social mores, and business ethics of the adult generation.

A nation needs to take advantage of the dreams, vision, and initiative of the young, but mix them with the experience and practicality of the older generation. It must retain the strengths of the past but infuse the most useful concepts for the future.

These, then, are among the most urgent problems of our time. There are, of course, many others. Other groups are also studying problem areas. The President's National Advisory Commission on Rural Poverty has outlined recommendations designed to meet the rural poverty problem. The President's Science Advisory Committee and the National Advisory Commission on Food and Fiber have reviewed the problems of population and food and fiber needs. The National Advisory Committee on Civil Disorders has carefully analyzed problems related to violence, and its recommendations call for massive efforts aimed toward equal opportunity for all our people.

Cooperative Extension is one of many public agencies operating in this environment. It is not designed to meet every problem. It is not big enough to tackle every challenge, nor should it try. But it does have unique characteristics which can make major contributions to the future and it should apply its capabilities with vigor and determination toward solution of priority problems.



Society - Its Mainstream and Its Fallout

The vast bulk of society might be likened to the mainstream of a large river. Here we find the main current of society. There are swirls and eddies, there are shallows and deep water, rapids and stagnant pools, but there is always the mainstream that typifies the nation, that gives it strength or weakness, sets the rate of forward movement or change. It is this group that includes that man called "the average."

Many forces determine the speed and direction of the mainstream current. Some of these forces are personal opportunities, training, incentives supplied to individuals, and social and economic influences applied to society.

In any society there are leaders, doers, innovators, risk takers. These are the people who challenge and forge new horizons. They are the pace setters. There are also those who have never been in the mainstream. They may have been born outside it, in pockets of society alienated by race, poverty, or related factors. Their latent energy, like that of an isolated pool, has no force or motion because they are separate and confined. There also are those who drift away from society's mainstream due to poor health, inadequate education, lack of desire, restrictive environment, or other factors. They become the shallows and stagnant pools, the "fallout" from the mainstream of society. They lie dormant and inert, just as pools that have been cut off from the main current as it shifts course from forces acting through the years.

A major objective of the nation today is to move the alienated into the mainstream where they may contribute and benefit on a basis of equality. A concurrent objective must be to minimize the negative impact of those who cannot or will not enter the mainstream.

It is the strength, vitality, opportunity, and challenge of our nation which allows us to focus attention upon the problems of those who for whatever reason are not fully participating members of our society. We must also retain a concern for and commitment to those above the mainstream. They provide leadership and stimulation. Our national development has always sought to provide—and must in the future provide—incentive and opportunity for all, at whatever economic, social, or educational level.

In past decades in a slow moving mainstream, fallout groups had a reasonable chance of "catching up." But today the current is like a rapids. It takes skill, courage, dexterity, and alertness to navigate this mainstream as it plunges swiftly on into the future. Technology has accelerated the progress rate of society so that those who are not in the mainstream fall rapidly farther and farther behind. Many unskilled jobs that once could provide a living wage have disappeared completely.

The casualties are the workers who know no other skill. They flounder in despair and confusion. Moving to what seem to be more desirable labor markets they find their services obsolete there as well. Thus have come the discards from technology in agriculture. Farm trained and rurally oriented, they seek new opportunity in the city only to find their new environment inhospitable, far more costly and complicated, and just as unproductive. Like driftwood, they are cast upon strange beaches far from the forests where they grew.

Education can fashion society's driftwood into something meaningful and valued. From a humanitarian aspect we can tolerate no one cast aside from society's mainstream. The national economy can tolerate a certain number of unutilized people, but each person who does not contribute limits the growth and productivity of our total society. The nation itself is dragged backwards by the inertia of dropouts in the midst of a dynamic and changing structure. Of even greater danger is the moral and emotional decay which becomes established like a growing cancer in the midst of affluence and progress. The mainstream can lose only so much of its current. Beyond that point the stream itself is diverted and lost.

A basic concern of our educational and research institutions has been acceleration of society's mainstream. Cooperative Extension has contributed significantly to this process and must continue to do so.

A growing national awareness of drag imposed by the fallout or alienated groups is expressed in many new federally sponsored programs conducted by the Office of Economic Opportunity; Department of Commerce; Housing and Urban Development; Health, Education and Welfare; and others. Some new programs also recognize that areas, communities, and groups, as well as individuals, become isolated.

A national goal is to keep a maximum percentage of our people in the mainstream while guiding it in an appropriate direction. This will require more educational, research, and service resources than ever before in our history.

Individual Fallout

Figure 1, page 14, illustrates fallout of individuals. All of us are born into society with no base of knowledge, training, or experience. In the crucial preschool years, almost all learning is family oriented. Parents are the teachers and the major determinants of the emotional and cultural environment. If the parents are themselves outside society's mainstream, they may unwittingly hold the child at their own point of isolation.

The years from 6 through 18 are also critical. During this period the school dropout moves rapidly away from the mainstream. The earlier the schooling ends, the more severe is his isolation. His job opportunities are usually at the unskilled level. Continual frustration often results in a low level of aspiration, despair, and lack of motivation.

By contrast, the bulk of school-age students remain in the mainstream. They take advantage of their formative years to study and learn, and by so doing attain a competitive and generally equal position compared to their contemporaries. A few, who are unusually competent and who are presented with exceptional opportunities, move above the mainstream and are marked for leadership and high performance.

Fallout during adult years results from a dissociation from formal or informal continued learning or from management, economic, or health factors. In 1900, those who completed their education with high school were relatively well trained and the numbers who went on to college represented the upper levels of the mainstream. Today, technology often exacts a higher penalty from those who complete formal training with high school.

Disappearing jobs due to technological changes can cause adult fallout. This has happened to the farm laborer. Individual performance and personal dedication to the job, notwithstanding, millions of Americans have been displaced in agriculture. These members of American society can maintain themselves in the mainstream, or re-enter it, only if they reorient and retrain themselves for different occupations and modes of living. Thus through no fault of their own, many find themselves outside the mainstream of what they perceived in adolescence and in early career periods to be a friendly, secure, and productive environment. They may have no realistic alternatives and so they continue outside the mainstream.

The older group includes those at retirement age who find no useful outlet for their energies, who retired without adequate finances, and look to a future dark with medical bills, declining energy, and reduced personal impact upon a society which no longer seems to want them.

There are many concepts and proposals for bringing these fallout groups back into the mainstream.

The younger the individual, the greater his chance to take advantage of education or retraining, but the 16 year old dropouts are hopelessly left behind by age 50. They can easily become wards of the state. But the technological dropout at age 45 has tremendous personal problems to overcome. Less pliable, with formal schooling far behind him, usually with family responsibilities, he must turn to others for redirection, retraining, or other assistance.

Since Cooperative Extension must by its legislative mandate be concerned with people, this study examines the capability of Cooperative Extension Service to: (1) Maintain the maximum number possible in the mainstream and through educational opportunities assist them to enhance its flow and direction, and (2) develop educational programs to help the alienated enter or re-enter the mainstream, minimizng loss to the individual and to society.

Farm Unit Fallout

A similar analogy may be made in commercial agriculture. Figure 2, page 15, illustrates the effect of a technological age upon farmers. Here we find the commercial farmer, with an inadequate resource base or inadequate training, dropping out of the mainstream. His opportunity for maintaining a competitive position lies in a continuing process of acquiring resources and combining management and technology so as to increase operational efficiency.

This condition has characterized American agriculture during the 1950's and 1960's. Unless the individual operator is given some capability to maintain a competitive position, he will rapidly be forced out of any satisfactory position. This is not only an individual problem. It is significant to the vitality and the nature of rural America.

Community Fallout

Figure 3, page 16, illustrates the fallout process as it relates to communities. The probabilities of different communities being able to stay in or return to the mainstream of social and economic development vary greatly. If the measure of a community's potential is its capacity to provide an adequate range of social, economic, and cultural services, it is obvious that many American communities are outside the mainstream. Communities that have not provided satisfactory jobs, recreation, cultural opportunities and other social and economic needs for their residents have declined.

Many larger American communities face a different set of challenges and frustrations—how to maintain orderly growth, provide a livable environment, and finance a multitude of community services.

Technology and the Progress of Nations

A similar analogy can be applied to nations that fail to move into the mainstream of technological advancement. A widening gap between advanced and underdeveloped nations can lead only to increased national frustrations and conflict. Inadequate diets, frustrated social aspirations, and an unacceptable rate of economic development will lead to increasing world tension.

The Cooperative Extension Service is faced with two major challenges. The first is to encourage sufficient application of knowledge to keep the mainstream moving forward. The second is to move dropout or alienated individuals and communities back into the mainstream.

The Alienated

There can be no question in today's society that one of our highest priority goals is centered upon the elimination of poverty, discrimination, and alienation. Cooperative Extension is dedicated to these efforts.

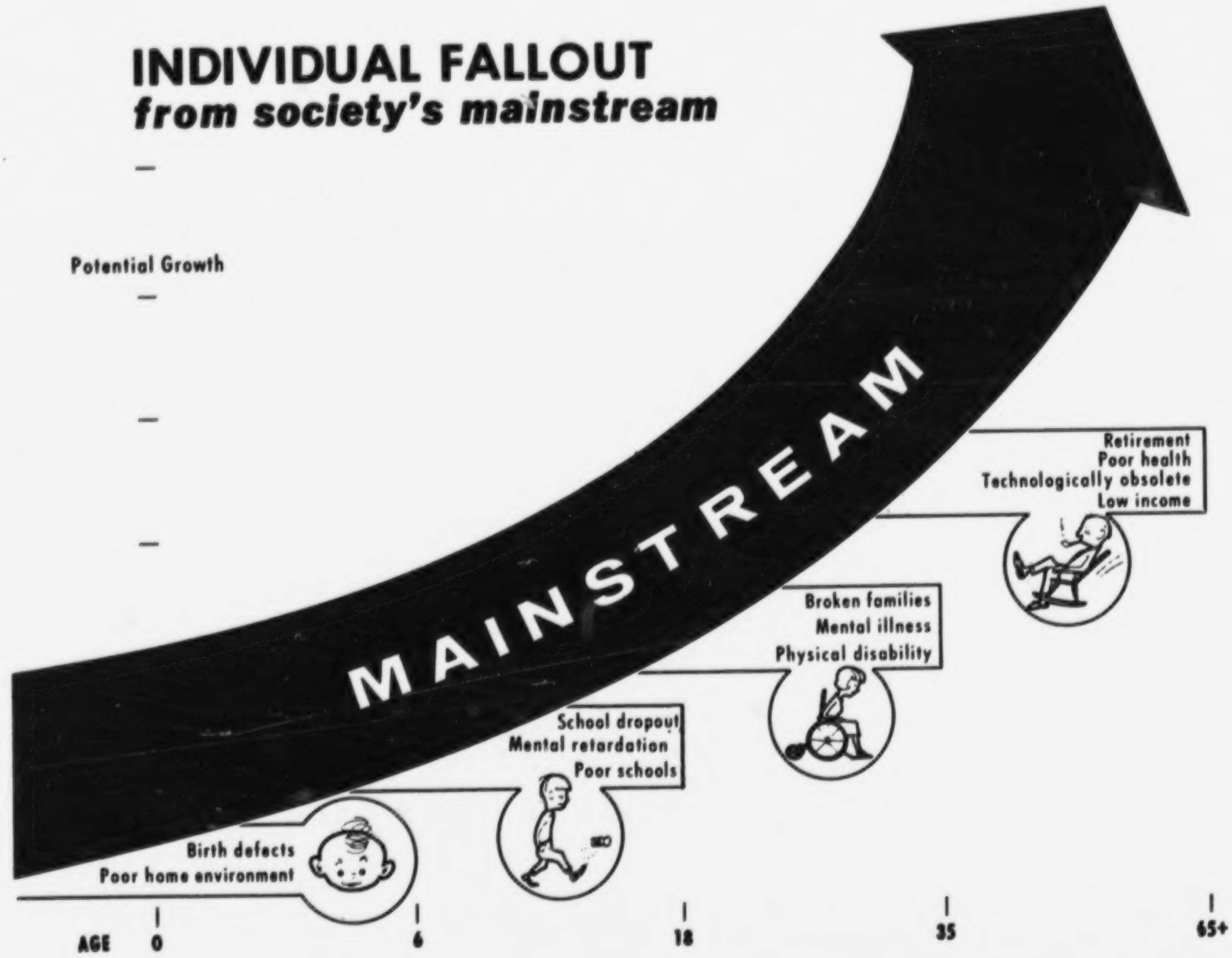
In discussing the role of Cooperative Extension Service in serving the poor and the alienated, it is important to keep in mind the fact that Extension is an educational agency. It is not a welfare activity nor is it a financial aid institution. The major challenge to Extension—and to all other educational activity—in serving the poor and the alienated lies in the fact that education requires effort and response by the recipient. You can lead a boy to school, but you can't make him learn. Extension can help the alienated enter the mainstream, but the individual must make efforts of his own. The learning process can be stimulated by easy access to the educational process, by various methods of encouragement, by financial stimulation, and by effective and highly motivated educators. In the realm of informal continuing education, the relevance of the knowledge to the recipient must also rank high on the list of challenges facing the educator.

The principal efforts in recent U. S. history to help the poor have carried a heavy emphasis on some type of immediate financial reward for participation. Extension, as an out-of-school educational process, has relied upon voluntary response which requires an interest on the part of the participant to use knowledge for personal benefit, but often with a degree of delay in the payoff from the knowledge acquired.

We would ignore the facts if Extension education were described as a process which always carried an immediate payoff. Development of leadership, for example, is highly subjective and takes place over a considerable period of time. In serving the poor and the alienated, Extension is faced with the problem of providing sufficient motivation to encourage participation by individuals and groups who in the past have not been highly motivated toward or who have been denied the educational process—formal or informal. Lack of motivation in many instances has been due to lack of knowledge about the opportunity to participate. In this context, Extension has both a challenge and an opportunity in providing more adequate information to the alienated about its programs and their benefits. This will require more intensive personal contact. That segment of the population which has the capability but not the interest will require effective stimulation before they participate in the educational process available to them through Extension—otherwise they will remain outside the mainstream.

Extension's image as a middle-class institution is derived largely from the fact that with a limited staff it has served those who were most accessible. The response by those who

Figure 1


INDIVIDUAL FALLOUT
from society's mainstream
Potential Growth
MAINSTREAM
Retirement
Poor health
Technologically obsolete
Low income
Broken families
Mental illness
Physical disability
School dropout
Mental retardation
Poor schools
Birth defects
Poor home environment
AGE
0
6
18
35
65+

participated gave them an advantage in our competitive society which either pulled them into or kept them in the ranks of the middle classes. This same phenomenon can be noted in our land-grant universities.

The Negro land-grant colleges have been oriented to serve many of those in our society who for reasons of race, economics, or both, were outside the mainstream. There is evidence that even these institutions have served better the upper levels of the Negro society than they have the lower poverty groups. If one examines the limited financial facilities of these institutions and the nature of the educational process, it is easy to understand that those served are usually those sufficiently motivated to respond and are generally not in lowest incomes or lowest educational levels.

In examining the future contributions of Cooperative Extension Service for the poor and alienated, the problems of access, motivation, and individual response cannot be ignored.

In our pluralistic society, there are many agencies and institutions which have been created to aid the poor. The marshalling of resources available from all these agencies can maximize the incidence of response from the poor and alienated. For example, educational efforts by Extension on consumer education can be far more effective with the poor if tied to practical opportunities for a housewife to save money through food stamp or similar programs. Nutrition education has been effective in connection with various food distribution programs for the poor. From these beginnings, it is then possible to build other interests. Once confidence is gained by the participant, it is easier to steer him to other agencies for different types of assistance. Programs of this nature hold greater promise for the alienated than more sophisticated and slower response educational activities. A major Extension role will include referral of the alienated to public resources so all of them can be fully effective.

Extension has both an opportunity and responsibility to do all it can to alleviate alienation wherever it occurs and for whatever reason. It should be dedicated to this objective.

Figure 2

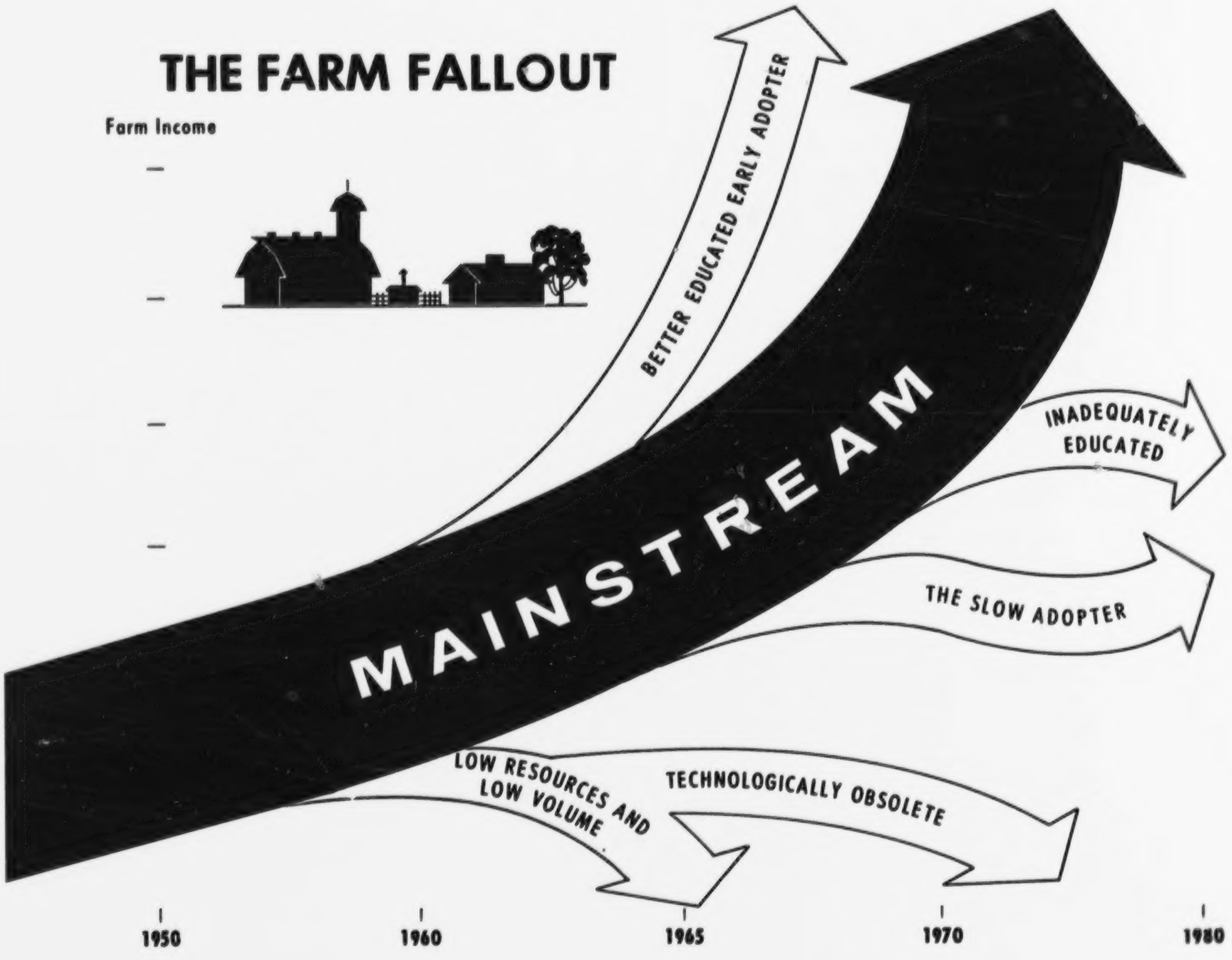
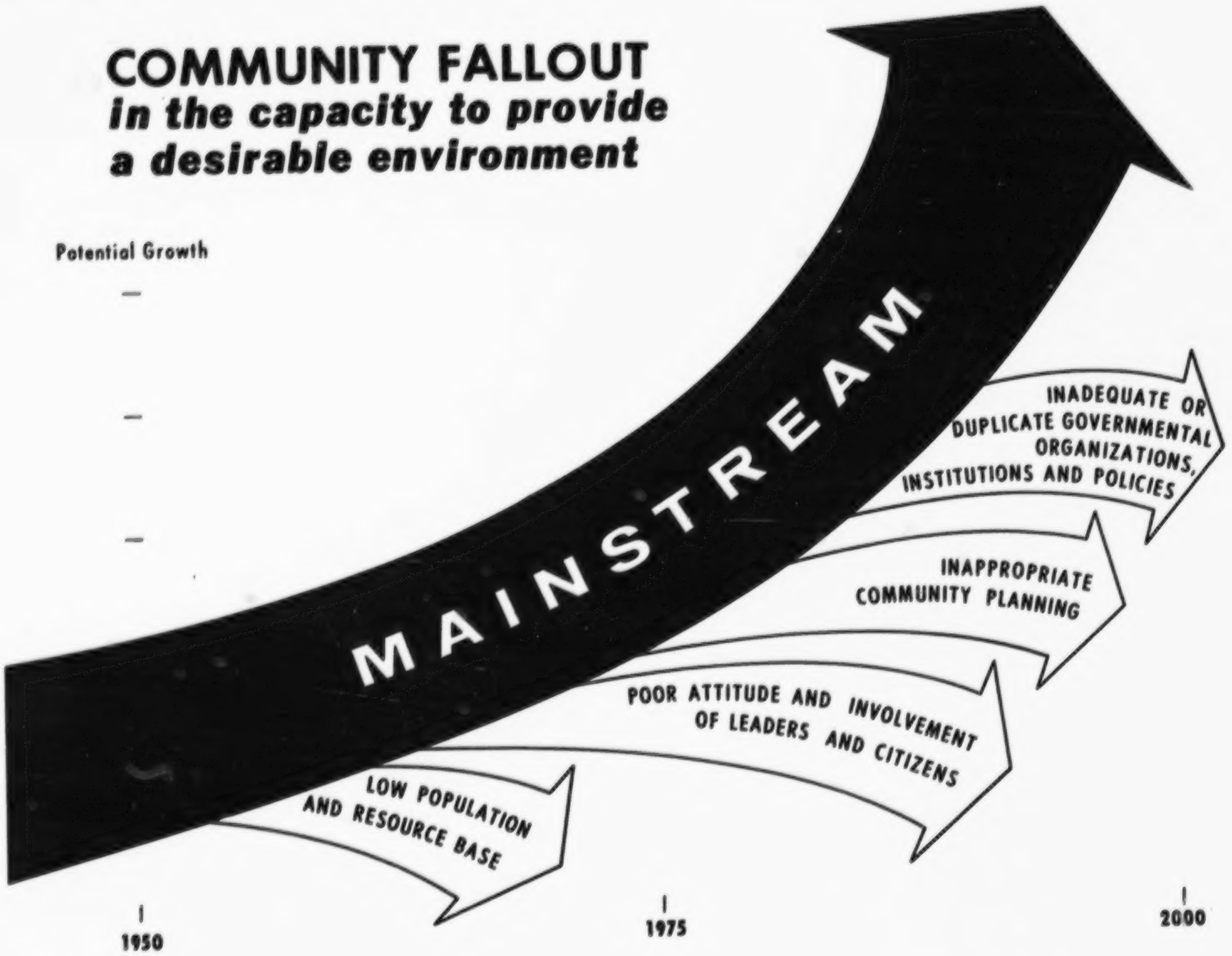


Figure 3


COMMUNITY FALLOUT
in the capacity to provide a desirable environment
Potential Growth
MAINSTREAM
INADEQUATE OR DUPLICATE GOVERNMENTAL ORGANIZATIONS, INSTITUTIONS AND POLICIES
INAPPROPRIATE COMMUNITY PLANNING
POOR ATTITUDE AND INVOLVEMENT OF LEADERS AND CITIZENS
LOW POPULATION AND RESOURCE BASE
1950
1975
2000

Cooperative Extension in Today's Society

What is Cooperative Extension Service?

This report defines the Cooperative Extension Service as that organizational entity of the Department of Agriculture and the land-grant system created under provisions of the Smith-Lever Act and subsequent related legislation which conducts educational programs of an informal, non-resident, problem oriented nature. Although the basic legislation does not require financial matching of federal funds except on a state basis, local units of government have seen fit to participate to a considerable degree.

Program activity may include functions performed under funding from agencies other than the USDA providing the assignment of responsibility has been made to Cooperative Extension Service, but the organization itself is limited to the basic staffing and structure created as an organic part of the land-grant university in each state in compliance with responsibilities accepted under the Smith-Lever Act and enabling state legislation. The Federal Extension Service is included as well as the state organizations.

In its educational role, Cooperative Extension Service interprets, disseminates, and encourages practical use of knowledge. It transmits information from researchers to the people. But it is also an agency for change—a catalyst for individual and group action. It conducts programs of education for action and stresses organizational and educational leadership. Extension more and more assists with problems that are interdisciplinary and that involve groups of people functioning in the complex interrelationships of modern society.

In programs dealing with policy issues, the educational role of Extension demands interpretation and presentation of relevant facts. In instances where facts lead to obvious conclusions, the educational process not only permits but may require that Extension take a position so long as that position is factually based and in the public interest.

Extension education is objective and relies upon research based knowledge. It does not permit the promotion of political objectives.

Legislative Foundation

The Smith-Lever Act. The Smith-Lever Act established a nation-wide system, subject to state variation, by which knowledge could be transmitted from researchers directly to the people. It provided that the people served should be encouraged to put knowledge to use in a practical manner. The Smith-Lever Act embraced a goal of increasing production and improving the marketing systems. It directed attention toward improving the welfare of those in a position of relative social or economic disadvantage by helping them to help themselves. It required response and effort on the part of the recipient but declared it to be the public policy to assist those in need of information, whatever their economic status.

The Act also took notice of the lot of the housewife and specifically stated a concern that she be aided in the difficult process of evolving a comfortable and satisfying home environment. It carried the objective of improving the home environment and the capability of people to use education to further the development and refinement of their institutions and organizations. It combined pragmatism and humanitarianism in a developmental model.

The Smith-Lever Act, while giving Extension a very broad clientele—"the people of the United States"—specified that its programs should be concerned with "agriculture and home economics and subjects relating thereto."

There can be little question concerning Extension's authority and, indeed, its obligation to serve agriculture.

Furthermore, it is clear that the term "agriculture" is used in a most comprehensive sense in the Smith-Lever Act and in subsequent legislation relating to Cooperative Extension. The report by Mr. Lever of the House Committee (December 8, 1913) which preceded passage of the Smith-Lever Act, described the Extension agent as someone who "must give leadership and direction along all lines of rural activities —social, economic and financial." The 1913 report by Representative Lever emphasized the following:

> . . . the committee does not believe that Congress can afford to appropriate money for the sole purpose of teaching the farmer the best methods of increasing production. To teach the farmer the best methods of increasing production is exceedingly important, but not more vitally so than is the importance of teaching him the best and most economical methods of distribution. It is not enough to teach him how to grow bigger crops. He must be taught how to get the true value for these bigger crops, else Congress will be put in the attitude of regarding the work of the farmer as a kind of philanthropy. . . . The itinerant teacher or demonstrator *(the Extension agent)* will be expected to give as much thought to the economic side of agriculture—the marketing, standardizing, and grading of farm products—as he gives to the matter of larger acreage yields. He is to assume leadership in every movement, whatever it may be, the aim of which is better farming, better living, more happiness, more education and better citizenship.[14]

From this view of legislative history, it is obvious that whatever else Cooperative Extension may do it must serve American agriculture with its unique programs of informal extension education. It is also apparent that these programs must be broad in scope, directed toward all segments of agriculture including those involved in producing, processing and marketing farm and forest products, plus those businesses and industries concerned with supplying the resources needed in the production and marketing processes.

The charge to assume leadership in programs designed to stimulate "better living, more happiness, more education, and better citizenship" is a broad and significant challenge. It is amplified in reference to homemakers and youth in the following testimony by Representative Lever:

> Your committee commends to the especial attention of this House that feature of the bill which provides authority for the itinerant teaching of home economics or home management. . . . This bill provides the authority and the funds for inaugurating a system of teaching the farm wife and farm girl the elementary principles of home making and home management, and your committee believes there is no more important work in the country than this.[15]
>
> The system of demonstration teaching so far developed in this country has confined its activities to the work of teaching the adult . . . and in a limited way only . . . the boys and girls of the farm. . . . Your committee believes that one of the main features of this bill is that it is so flexible as to provide for the inauguration of a system of itinerant teaching for boys and girls.[16]

The mandate is to apply educational programs for the individual and the family which will enhance human development and maximize the individual's contribution to his society. The Cooperative Extension Service clearly fits into the ranks of institutions developed to stimulate national growth by helping the individual.

Section 8 of the Smith-Lever Act emphasizes the obligation of Cooperative Extension Service to provide:

> . . . Assistance and counseling to local groups in appraising resources for capability of improvements in agriculture or introduction of industry designed to supplement farm income; . . . cooperation with other agencies and groups in furnishing all possible information as to existing employment opportunities, particularly to farm families having underemployed workers. . . .[17]

Section 8 recognizes the need for special additional Extension assistance in those areas of the nation that are faced with peculiar or unusual hardships. It also acknowledges the role of the Cooperative Extension Service to work with groups as well as individuals in meeting local problems.

Cooperative Nature of Extension. Extension was conceived as an educational program and for that reason was placed within the land-grant colleges. It was tied to the federal establishment by means of (1) state acceptance of the Smith-Lever Act, (2) the requirement that states match federal money to support the program, and (3) by the Memorandum of

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[14] U.S., Congress, House, Committee on Agriculture, *Cooperative Agricultural Extension Work,* Report No. 110, 63d Cong., 2d Sess., 1913, p. 5.

[15] *Ibid.*, p. 6.

[16] *Ibid.*, p. 5, 6.

[17] Smith-Lever Act, Sec. 8. (c), (2), (3).

Understanding between the Secretary of Agriculture and the land-grant institutions chosen by state legislatures to serve as the parent institutions for program administration. County financial support, while not required, soon evolved as local people began to support the program and see it as their own.

Long and sometimes bitter debate occurred during hearings preceding passage of the Smith-Lever Act. A significant amount of the discussion considered the manner in which the program would be administered at the state level. There was also question as to whether the agents should be made direct line employees of the federal government or employees of the state land-grant institution.

The decision to grant authority to each state legislature to name a single land-grant institution in each state and to place the employees or agents within the staffing structure of that institution was to have a profound and lasting impact upon the nature of the program. It enhanced state influence; it minimized direct political influence; it preserved the educational nature of the program; and it made possible the development of state-wide programs which could not have evolved as they did had there been more than one college or university designated to administer each state program.

It did, however, establish a system different from those recently authorized which place heavier influence in the state executive office and which divide authority among institutions rather than confine it to a single college or university.

Characteristics of Cooperative Extension Service

- It is educational in program content and methodology, not regulatory or financial; thus, is administratively attached directly to the public university system and is a major part of it, rather than being attached directly to state government.

- It provides informal, noncredit education conducted primarily beyond the formal classroom, and for all ages.

- It helps people solve problems and take advantage of opportunities through education.

- It features the objective presentation and analysis of factual information for decision making by the people themselves. It is typically research based with free flow of communication among research, extension, and resident-teaching functions of the state university system. and also with the resources of the United States Department of Agriculture and other agencies. public and private.

- It functions through local offices which are semi-autonomous units accessible to and subject to influence by local residents.

- It involves cooperative but not necessarily equal sharing of financial support among federal, state, and county or local levels.

- It requires cooperative but not necessarily equal sharing of program development among federal, state, and county or local levels.

- It is practical, problem-centered and situation based. Extension education starts with helping people to identify and understand their needs and problems and to use new technology or information in solving them.

- The funding and administrative relationships permit educational programs directed at broad national purposes, yet serving specific local needs with priorities determined locally.

- It is a professional function manned by college trained personnel specifically qualified for their positions.

Organizational Relationships

The major national goals and activities of Cooperative Extension are established at the federal level, but these broad objectives permit a wide latitude in adaptation to the varying needs of the states. Within each state the counties impose varying degrees of influence. Thus, Extension's field programs tend to follow broad outlines consistent with national goals, but are conducted in the context of state needs. Each local area may deviate and adapt its program thrusts toward local requirements although the program must be conducted within limits set at the state level. This arrangement tends to blunt the sharp changes in objectives possible with changes in federal, state, or local administration. The separate influences are always at work, sometimes supporting or accelerating forces from other levels, sometimes modifying or minimizing them.

The local base exerts a continuous pressure toward practicality and usability of the information extended through the program. The state and national bases infuse a significant influence of broader problems and objectives.

Financing Extension. Cooperative Extension is cooperative in funding as well as in programing. It is currently financed in a total amount of $225,477,000, of which 34.5% is federal money and 65.5% state and local funds. The higher percentage of state and local financing tends to balance control of the program among the three levels of funding.

Federal Extension Service. The Federal Extension Service (FES) is an agency of the U. S. Department of Agriculture. It has responsibility to act as the liaison between the Department and officials of the land-grant colleges and universities on all matters relating to Cooperative Extension work and educational activities related thereto. It also is responsible for coordinating all educational activities of the Department, for administration of the Smith-Lever Act, and has other delegated responsibilities.

FES performs a number of important functions. It provides national leadership in Extension programs to insure their coordinated support of significant national purposes. It serves as a central office representing the Cooperative Extension Service. It represents Extension in relationships with other agencies of the USDA, other departments and agencies of the Executive Branch, the Congress, and numerous private organizations that are national or regional in scope.

Information, guidance, and assistance to state extension services in planning, conducting, and evaluating programs and in personnel development and administration are provided by FES. It reflects program needs to research and action agencies; administers numerous laws and regulations applying to Extension; develops coordination and cooperation between Extension and other programs of the federal government; reports on Extension's use of its resources and accomplishments; seeks and develops national level support for Extension programs; and operates through the state offices rather than at the local level. Basic relationships and responsibilities are governed by a Memorandum of Understanding between the USDA and the land-grant universities.

Extension Committee on Organization and Policy. The Extension Committee on Organization and Policy (ECOP) is the national policy committee of Cooperative Extension, created as a unit of the Division of Agriculture of the National Association of State Universities and Land Grant Colleges. Its membership is composed of elected representatives from each of the four regions of the United States plus the Administrator of the Federal Extension Service. Although ECOP has no formalized authority, it serves as a primary voice for the articulation of national policy and concern and provides a mechanism by which the separate states may join together for direct representation to the national legislative and executive branches of government.

In recent years ECOP has created program subcommittees to review program activity, staff needs and competencies, and advise on national priorities.

The Land Grant University. The major land-grant university houses the administrative offices for Cooperative Extension in each state. Since Extension is a part of each land-grant university, it is subject to the policies, procedures, and goals of that university of which it is a part. This determines to a considerable degree the characteristics of the program in the state. The capability of the university faculty influences the quality of knowledge available for use by its Extension Service.

State appropriations for Cooperative Extension are made to the universities and are administered by them in accordance with the general requirements of the Smith-Lever agreement. The state legislatures can influence programs significantly by the appropriations process and by the intent indicated during this process.

The Local Office. County or other local governmental units such as cities and special districts also budget funds for Extension work. While their influence may vary among the states, it is significant and direct in actual program activity. In some states, a trend toward area or multi-county programing has resulted in formalized intercounty budgeting and program planning. The local office brings Cooperative Extension Service into continuing, direct contact with people in their own environment and involves lay leaders in program development. Its orientation is, therefore, much different from that of an academic department or that of a federal office of the U. S. government. The local professional staff live in and are a part of the community they serve. This enhances the practical nature of Extension work and increases Extension's sensitivity to local needs.

What is Cooperative Extension Service Doing?

Early in its deliberations, the Joint Study Committee authorized a national time and clientele inventory to determine the scope and nature of present Cooperative Extension Service programs. Based upon 1966 data, this analysis showed staff strength and the degree of effort allocated to eight primary program objectives.

The range of effort for each objective illustrates varying state emphases. The mean indicates the relative magnitude of each program objective nationally.

Table 1, page 22, shows the program subject matter area for each of the objectives, the number of man years allocated nationally in 1966 to each, and the percentage of total effort for each objective. The objectives are numbered as well as ranked in Table 1. These numbers also identify the objectives in other tables. Table 2, page 23, shows the range of effort reported for each objective.

The Joint Study Committee grouped Extension programs into four major categories: (1) Agriculture and Related Industries, (2) Social and Economic Development, (3) Quality of Living, and (4) International Extension. These major categories represent basic types of Extension program activity considered by the Committee in making future projections.

Agriculture and Related Industries

The Scope of Agriculture. The broad areas of U. S. agriculture as used in this report include (1) the production aspects of farming, ranching, and related income-producing activities including forestry, (2) the supplying of purchased agricultural inputs (goods and services), (3) the related marketing, processing, and distributing activities, and (4) soil and water conservation.

Development and Characteristics of U. S. Agriculture. A hundred years ago our agriculture was still largely subsistence. Farmers consumed much of what they produced. They sold or traded only enough to secure the means to meet their other needs—and these were small. Most of our population were farmers. As they gradually produced more for sale and less for subsistence, they became more dependent upon others for many of the supplies they used in farm production.

Commercial farmers buy much of their food because it is more convenient, less work, and often less costly. Low-income farmers may produce part of their food but must rely on industry to provide farm inputs.

Up to 30 years ago, farmers provided most of their own production inputs—they bred their horses, raised feed for them, used barnyard or green manure, and often grew their own seeds. With simple machines they performed almost every production operation. Today, they buy most of these production inputs and employ many custom services such as fertilizing, spraying, and harvesting. This means that the skill of "producing" has become relatively less important and the "managing" of resources has become vital.

Purchasable inputs and services permit the small producer of commercial crops to use the same production techniques and practices as the large farmer because technology in the form of materials and custom services is available to everyone. Economies of scale, however, are more difficult to achieve and per unit costs of production are generally higher on smaller farms.

Particularly during the past two decades, U. S. farmers have used new techniques, improved varieties of plants and superior breeds of livestock, highly effective agricultural chemicals, and have rapidly utilized the advantages of science and technology. As a result, they are able to produce high quality products at a very high level of efficiency. They have been able to outproduce the demand for their products, lowering the prices they receive.

The farmer's response to lowering prices has normally been to produce more, offsetting price declines by more production. But this depresses still further the prices in a market which becomes saturated once the population food requirements are satisfied. At the same time, prices of items the farmer buys have increased. Caught in a very real squeeze between increasing costs of labor, machinery, chemicals and other inputs, and lower prices, the American farmer has found his margin of profit extremely narrow and the return for his investment unfavorable compared to other types of investment.

This has tended to discourage young men

It has exacted a high penalty from the farmer who did not keep up to date on technology.

Technological progress has made it possible for one man to produce as much as five or six did only a few years ago. The result has been increasing specialization, larger farms, out-migration of thousands from rural areas, and a decline in economic and social activity of many rural communities. A newer type of farming is the vertically integrated, highly specialized and in some cases incorporated operation. These are high level production units.

The time honored independence of the U. S. farmer has cost him dearly. He has been unable or unwilling to control his production. He has not been in control of the marketing processes and has been forced to take whatever price he could get in the market place, with the exception of government supports on key crops.

In this environment, Cooperative Extension has been able to assist the farmer in adopting new technology and in increasing production. It has been able within rather narrow limits to assist him in the marketing processes. But this aid has fallen far short of establishing the farmer in a position of controlling or even significantly influencing prices he receives. Quality of crops has been improved through new research and Extension help, but this factor as well as production efficiency has actually been of far greater benefit to the consumer than to the farmer.

A lack of understanding of the marketing system and a variety of attitudes among farm leaders have resulted in concern and worry about the role of government in agriculture. This concern has ranged from outright rejection to unqualified support of national policies.

As agriculture matured, it became increasingly influenced by the interactions with other industries. Urban sprawl has imposed new demands related to sanitation, zoning, land use and taxation. Urban pressures on outdoor space have posed a problem of agricultural production versus developing alternative income from recreation. Competition from synthetics, interregional competition, and world market prices are increasingly important. New problems in labor management are arising, including relationships with organized labor. Relevant, sophisticated, up-to-date information is needed by agriculture if it is to operate successfully

Table 1

Extension Objectives Ranked According to Time Input

1966 Manpower Allocations

Rank	*Objective Number*	*Objective*	*Staff Input*	
			*Man Years**	*%*
1	VI	Help people efficiently produce range, farm and forest products	5,418	38.2
2	III	Help people optimize their development as individuals and as members of the family and community (children, youth, and adults)	3,418	24.1
3	IV	Help people raise their level of living and achieve their goals through wise resource management	1,829	12.9
4	II	Help people improve their community organizations, services, and environment	1,078	7.6
5	VII	Help people increase the effectiveness of the marketing-distribution system	808	5.7
6	I	Help people develop as informed leaders for identifying and solving problems in a democratic society	766	5.4
7	V	Help people protect (conserve) and effectively use natural resources	709	5.0
8	VIII	Assist people with the social and economic development of other countries	156	1.1
		TOTAL	14,182	100.0

*FTE = Full-Time Equivalent = 230 man days

Table 2

Range in Percent of Time Allocated to Each of 8 Objectives by Cooperative Extension Service 50 States and Puerto Rico—1966 Figures

OBJECTIVE	I	II	III	IV	V	VI	VII	VIII
High	12.8	23.1	44.0	20.0	8.5	63.9	16.1	5.2
⅔	6.9	10.4	30.0	15.8	6.1	41.6	7.5	2.8
Mean	5.4	7.6	24.1	12.9	5.0	38.2	5.7	1.1
⅔	3.5	4.1	20.0	9.9	3.4	31.5	3.9	0.1
Low	1.6	2.4	12.5	6.8	1.9	18.1	1.9	0.0
Median	5.2	6.6	24.6	12.7	4.8	37.4	5.4	0.6

See Table 1 for title of each numbered objective. A ninth objective, Administration, was prorated against program activities and is therefore not shown.

The table above gives the range of time allocated to different objectives listed in Table 1 by Cooperative Extension Service. The summary report of Extension Time and Clientele Inventory reports only the average figures for each objective.

in this type of environment.

Merging of Rural and Urban. Until recently the distinction between farm and nonfarm and between rural and urban was comfortably simple and clear. People who lived in the open country were farmers; those who lived in towns were nonfarmers. Today, many farmers live in towns and cities; many urban workers live in the open country. Many farmers combine a farming enterprise with a nonfarm enterprise, and many nonfarmers also have investments in agriculture. Merging of farm and nonfarm has therefore been vocational as well as geographic.

Extension's Work in Agriculture. Commercial farmers are generally identified as those whose annual sale of produce exceeds $10,000. Many part-time farmers produce a saleable crop, but supply only a small percentage of the nation's total agricultural produce.

Service to the commercial farmer has been a significant and consistent area of program concentration for the Cooperative Extension Service. Currently, Extension is allocating 5,418 man years or 38% of its total effort to programs serving commercial agricultural production. This ranges from a high of 63.9 in heavily agricultural states to a low of 18.1 in nonagricultural states.

The procurement and use of production inputs at reasonable prices is an important factor in the efficiency, costs, and incomes of farmers. The supply industries, although not exclusively agricultural, are an essential part of U. S. agriculture. The current Extension effort with suppliers of farm inputs is 485 man years, or approximately 9% of all Extension work related to agricultural production. This is in addition to the time devoted to marketing, processing, and distribution.

Marketing, Processing, Distribution. Extension is concerned with the functions of the marketing, processing and distributing industries as they bear importantly on the prices received by producers, on the type and quality of food and fiber produced, and on the orderly flow of "raw" farm products from producers to consumers.

Extension now allocates about 6% of its total effort, or about 800 man years of professional time to marketing programs, broken down approximately as follows: 37% on improving marketing decisions of producers, 39% on work with marketing and processing firms, 5% on developing new and improved systems for marketing and processing, 4% for expanding markets, 8% for developing new and improved processes and products, and 7% in the development of new farm supply and marketing enterprises.

Types of Farming. The number of farmers whose sales exceeded $10,000 per year expanded from 828,000 in 1959 to 1,010,000 in 1964. They constitute only 30% of all farmers but they operate 63% of the total farm plant and account for 80% of all sales of farm products.

Operators of large size farms are those grossing $40,000 or over. About one out of seven commercial farmers has gross sales exceeding $40,000. Average gross income for this group is over $100,000 a year. These large operators accounted for almost half of the product sales of the commercial farms and accounted for 37% of the sales of all farmers in 1964. They usually produce specialized crops and farm intensively. They employ most of the hired farm labor, especially seasonal labor. They appreciate the worth of science and technology, and sometimes adopt the latter before it has been fully tested by experiment stations.

Extension, in 1966, devoted 565 man years to this group, or about 10% of all time spent on agricultural programs. These efforts comprise about 13% of Extension's work with farmers.

Operators of medium size farms are those grossing $10,000 to $40,000. Six out of seven commercial farmers are in this category. This group includes many of the younger and beginning operators. They use modern technology but at the lower volume levels may be less adept, less innovative and less efficient than those in the higher volume segment.

Extension's efforts with medium sized farmers constitute approximately 30% of all its agricultural production work and about 41% of its work with farmers.

Low-income and small farm operators are those with less than $10,000 gross income. The number of farmers in the low-income group is decreasing rapidly (from 3.3 million in 1959 to 2.4 million in 1964). About half a million are at retirement age (65 years). Something over a million are from 45 to 65 years old but have limited opportunity for improving their commercial farming operations. Many of the other half million to million under age 45 have or are seeking off-farm work. A combination of farm and off-farm work may be the best alternative. Some will find good-paying jobs on larger farms. A few have the potential for managing adequate sized viable farms, but they must compete with a large group of potential farm operators with business as well as farm experience. Many will be forced into other jobs.

More than 46% of Extension's work with farmers, or 35% of its total agricultural production effort, is with low-income farmers. About 1,900 man years of Extension effort is now allocated to this group. The bulk of these efforts, however, is oriented toward production efficiency rather than alternative types of income.

Agriculture and the Extension Image. Extension has been credited as a major influence on the rapid increase in efficiency of U. S. commercial agriculture. This success has, paradoxically, made Extension the brunt of criticism. Some say that Extension and research have done an excellent job, that they have brought the American farmer to the point where he is now self sufficient and no longer needs Extension and research.

Critics point out that the county agent cannot keep ahead of all the farmers in his county. They refer to the large specialized units which have access to direct sources of industrial or other research information. They decry our production capability as a reason for the farmer's plight in the market place.

These critics forget or fail to understand the fundamental nature of agriculture to the U. S. economy. They fail to grasp the significance of the global population-food supply crisis. They ignore the fact that a constant stream of new knowledge is needed if the farmer is to maintain or improve his position and that new farm problems are emerging. These changes have required Extension to specialize and to work with groups, firms, and organizations as well as with individuals.

New technology has brought new problems. Agricultural efficiency has drastically lowered manpower needed for agricultural production activities. Even though many nonproduction agriculturally related jobs have come into existence in recent years, agricultural efficiency has outstripped the capacity of other industries to absorb those displaced from agriculture. Heavy population migration from rural to urban areas and the changing nature of rural communities and the services required of them have greatly magnified the need for research and education on nonagricultural problems.

Extension has a capability and responsibility to tackle problems related not only to the continuing problems of production, but to the adjustments related to technological progress. Although Extension has been criticized for concentrating on upper-middle income families, actually more than a third of its agricultural efforts are now directed toward helping low-income farmers.

However, the generally unfavorable market position of the American farmer and the need to maintain a healthy agricultural industry must continue to occupy a significant proportion of the total Extension effort.

Summary of Current Cooperative Extension Service Activity in Agriculture. The Joint Study Committee time and clientele inventory indicated that in 1966 there were a total of 5,418 full-time equivalent (FTE) professional positions assigned by the Cooperative Extension Service to agricultural production. Positions have been prorated on the basis of time spent with various groups. These are roughly allocated in the following percentages:

Low-income farmers	35%
Medium size farm operators	30%
Large farm operators	10%
Agricultural suppliers	9%
Other groups	16%

Social and Economic Development

Social and economic development as used in this study covers two main program areas which, while related, are somewhat different in concept.

One deals with that part of society where decisions must be made and actions taken by a group or public body. This area includes (1) community resource development, (2) public affairs education, and (3) the use, development, and conservation of natural resources.

A second area deals with the low-income farmer. Though related to agriculture, there are many nonagricultural factors involved in working with this group. A solution to problems of low income lies as much in changing environment and institutions as in working directly with individuals whether they be farmers or persons engaged in other vocational pursuits.

Cooperative Extension Service now allocates approximately 35% of its agricultural activity to low-income farmers. Most of that work is oriented toward production efficiency, including farm management. The work with low-income farmers included in social and economic development is oriented toward alternative vocational choices and nonagricultural education. Thus programs for low-income farmers in this area blend with the programs for all low-income people, regardless of vocation or place of residence. Programs are designed to help individuals and organizations take full advantage of the total array of social and economic services.

Extension programs of a community nature are now allocated 18% of the total Cooperative Extension Service effort. These programs are divided approximately into: (1) Community resource development—helping people improve their community organizations, services, and environment, 44%; (2) public affairs education—helping people develop as informed leaders for identifying and solving problems in a democratic society, 28%; and (3) helping people protect, conserve, and effectively use their natural resources, 28%. Extension's community programs also include the training of public officials and employees. For the future it is expected that the community, institutional, and environmental factors concerning low-income farm families will become an increasing area of concern for Extension.

The program elements of Social and Economic Development are made up of the following:

Community Resource Development. Community resource development is a process whereby people in the community arrive at group decisions and take actions to enhance the social and economic well being of the community. "Community" is to a group of persons an incorporated town or city, an economic area, a state, or even a nation. "Resource" may refer to economic, social, or psychological factors. "Development" is the process of a group marshalling resources and guiding their use toward a community goal. The process includes such elements as motivation, organization, planning, discussion, group decisions, and evaluation. People must pass through certain steps in the community development process, if effective response is to be obtained. Extension may provide assistance in any or all of these steps, which are:

- Attitudinal development
- Organization for development
- Assessment of resources and needs
- Establishment of development goals
- Identification of impeding problems
- Initiation of action to implement goals
- Developing citizen participation
- Evaluation

Extension is becoming increasingly involved in providing training for professional staff members of other organizations, such as public housing, welfare agencies, Farmers Home Administration, etc. Extension also trains community leaders in the processes of social action and resource development.

Extension assists, too, with training elected and appointed public officials. Their effectiveness can be greatly increased through training in disciplines related to public administration.

Programs in social and economic development require local Extension agents to be knowledgeable on such matters as organizations, leadership roles and community attitudes. Specialized assistance, research information and university backstopping are critically important in this kind of informal education dealing with groups and communities. The specialized organization of Cooperative Extension is well adapted to this process.

Public Affairs Education. Public affairs education provides information and promotes discussion on issues where final action must be taken by a group or public body. Information is factual and objective. In a public affairs educational program, Extension staff members help citizens:

- Identify issues or problems
- Analyze the problems or issues
- Study alternative solutions and possible consequences
- Involve other citizens

Natural Resources. Extension natural resource and environmental programs are designed to help people protect, conserve, and effectively use natural resources. They are educational programs to improve the quality of our environment. In a time of urban congestion, increasing leisure, population growth and greater mobility, this is a matter of great urgency and high priority.

These programs clarify issues, present information on alternatives, and disseminate information about problems in natural resources. They help with identifying and resolving existing or potential resource conflicts in a manner that reflects both consumer and producer interest.

These programs fall in the social and economic development area because they deal principally with group problems or with factors involving large numbers of people. They contain elements of public affairs education. Natural resource programs relating to agricultural production are discussed under commercial agriculture.

Work with Low-income Farmers. Approximately 70% of the 2.4 million farmers with less than $10,000 gross income have net incomes insufficient for levels of living acceptable even in rural areas. In general, the 30% who do have relatively adequate incomes are part-time operators with sizeable income percentages from other employment. The 2.4 million low-income farmers are divided into seven categories:

1. Full-time operators in their productive years, who lack resources—15%.
2. Full-time operators in their productive years, who lack motivation—10%.
3. Full-time operators nearing retirement —21%.
4. Full-time operators mentally or physically handicapped—8%.
5. Share operators—20%.
6. Part-time operators—30%.
7. Part-retired operators—16%.

It has become a common practice for those who do not make satisfactory incomes on the farm to move to town without fully exploring the implications and alternatives. The result all too often has been simply a change of location, with no improvement of the farmer's personal situation, and perhaps a worsening of it for both the community which he left and the community to which he went.

It is estimated that 75% to 80% of low-income farm operators may find that their best alternative and the best alternative for society is for them to remain on the farm or in the rural environment. This is especially true for the part-retired, those nearing retirement, those in the productive years of life who want to farm, and the part-time farmer. Some people handicapped by mental or physical disabilities also may be better off in rural than in urban locations. Their situation usually can be improved in a major way only by direct welfar aid, and it is probably in the interest of society and their families that they remain in the communities they know, rather than move into the crowded cities.

For the remainder, the appropriate adjustment would mean a partial or complete move out of farming. However, they may not be better off unless, as they move out of farming, they can increase their general knowledge, motivation, skills, and self-confidence related to other vocations. A major need is intensive counseling for low-income farmers to determine their best alternative.

Quality of Living

The Joint Study Committee selected the term, "Quality of Living" to connote those areas of

Extension activity embracing human factors of family and personal development.

These program areas are oriented toward improvement of the individual as a contributing member of society. They are programs of human development.

Congress in passing the Smith-Lever law clearly called for efforts to aid the housewife and her children as well as the total family as a social unit. The evolution of Extension home and youth programs created a unique and distinctive model. Since home economics and youth programs today represent the bulk of Extension programs in the quality of living category, it is appropriate to examine the general status of these two program areas.

Home Economics. The early programs were largely conducted in the homes of women visited by the Extension Home Demonstration Agent. Her title reflected the heavy emphasis on demonstration teaching. To make the best use of the home demonstration agent's time, it became customary for a group of women to meet for each home visit. There, new research on food preservation, clothing, home furnishings, human nutrition, etc. would be discussed or demonstrated. To expand her outreach, the home economist trained lay leaders who then took the lessons to their neighborhood groups.

Home demonstration clubs were a natural outgrowth. In many states these clubs developed their own state organizations which united to form the National Extension Homemakers' Council. This Council today addresses itself to problems of America's families. The Council is also keenly interested in the future and vitality of the Cooperative Extension Service.

Today there are 1,146,619 women in Extension homemaker clubs or councils. It is estimated that there are 57,330 such organized homemaker groups. Their programs have involved a wide range of concerns, including international activities.

Homemakers' councils have been active in program development and in helping to identify local interests and problems.

A recurrent criticism has been that Extension spends too much of its home economics effort with formally organized clubs or councils, providing only programs planned far in advance and slighting attention to nonmembers. Critics have also complained that the emphasis has at times been social rather than educational, that members are primarily from middle-income groups, and too often represent senior and middle-aged women to the exclusion of the young homemakers.

With leadership from Extension, the homemaker councils have and can continue to project Extension work far beyond the range of the Extension home economist. But they are not the total clientele. For the past decade, the state extension services have consciously sought to involve homemakers outside the organized groups. In 1964, for example, 23,920 special interest groups were organized by Extension to study specific topics of current interest. That year, Extension also worked with 21,972 other special interest groups not organized by Extension. It is estimated that approximately 50,000 special interest groups are now receiving Extension assistance each year.

Communities across the country have benefitted from the Extension home economics programs. Homemakers, helped to understand that the community is an extension of the home and that it has a profound influence on family members, have worked to get better schools and libraries, better health services, anti-pollution programs, improved welfare and child care services, and many other improvements.

Extension's ability to involve itself in the home is vital and distinctive. It has worked with a large number of individuals and with separate family units as well as with larger groups. It has adapted this ability to serve present day family problems. Its knowledge of human nutrition, clothing, home management, child development, family relations, housing, home furnishings, and family financial management is highly relevant to needs of low-income families, rural or urban. Low-income programs have been increasingly effective.

However, the Cooperative Extension Service still has a problem of winning understanding by legislators and public policy makers of the full social and economic potential of the family and home oriented programs and their applicability to modern society and its problems.

4-H—Youth Programs. No single Extension sponsored organization is more widely known or recognized than the 4-H Clubs. The technique of organizing boys and girls into clubs through which Extension programs could be conducted was one of the early innovations—and it succeeded admirably. The 4-H Clubs gave identity to program activity; they enhanced the basic competitive nature of project work; they established a formal vehicle for involvement of adults; and they developed an *esprit de corps* of great significance.

The early 4-H projects stimulated adults to apply new knowledge and often led to a closer sense of partnership between father and son or mother and daughter.

Strictly rural in the early days, 4-H projects now have been diversified to appeal to youngsters in urban as well as rural families. The clubs have joined in constructive community projects. Their alumni are sought after by nonagricultural industries as well as by agriculture.

The wholesome, constructive environment and emphasis of 4-H have marked it as a singularly successful enterprise. The experience of its members has stimulated many toward higher education and successful careers.

Industries associated with agriculture and homemaking have provided scholarships, trips, and learning experiences. Today approximately $25,000,000 is donated annually by industry and private individuals to support Extension youth programs. The National 4-H Club Foundation and the National 4-H Service Committee have provided organized structures to channel private contributions into 4-H-youth programs and to sponsor projects such as the National 4-H Congress and the National 4-H Center. Overseas activities on a large scale have also evolved through the International Farm Youth Exchange program. Many nations have emulated the 4-H program.

In spite of its achievements, the 4-H program has been criticized for a membership pattern that has tended to exclude minorities and has discouraged participation by youngsters from lower-income families. Some have criticized what they believe is a rural orientation. Others have complained that the competitive nature of the program has led to parental favoritism or to practices that are noneconomic in the real world of the adult. As with home economics, the club form of organization has been under fire for rigid patterns for enrollment, completion requirements, and in some cases the cost.

The 4-H program in 1967 had a national club membership of 2,338,582. Increasing flexibility is shown by the fact that there were 899,795 young people with whom Extension worked who were not formally enrolled in the 4-H program. A total of 327,863 adult leaders and 138,526 junior leaders were also involved.

4-H and other youth programs have made it possible for Extension to extend its contact with youth far beyond the limits imposed by continual individual contact by the professional Extension worker. Today a major responsibility is leader training, since self-operated local groups under trained lay leadership can utilize information provided by state 4-H offices and by Extension specialists. Local advisory councils help guide program direction and emphasis. Junior leaders develop their potential as participants and as leaders.

Extension's Current Emphasis in Quality of Living Programs. Extension's quality of living programs have taken on a broadened perspective. Several states have undertaken special experimental or pilot projects to test the ability of Cooperative Extension Service to serve youth and families in the urban and low-income environment and through different educational techniques. An analysis of the potential of such programs is discussed in the chapter on Quality of Living.

Currently Extension is devoting 37% of its total manpower or 5,247 man years to quality of living programs. Of this total, about 65% is allocated to programs helping people to develop as individuals and as members of their families and communities. The remaining 35% is assigned to programs designed to assist people to raise their level of living and achieve their goals through wise management of their personal resources.

It is apparent from the current allocation of Extension resources that quality of living programs are given a relatively high priority. Even though the emphasis is changing, this allocation has been based upon a primarily rural, middle income commitment. The high priority needs of society and the goals of the United States indicate that Extension cannot hope to fill the need with its present resources. This is particularly true if Extension mounts a fully effective program to assist less advantaged families. An analysis of these factors is discussed in the chapter on Quality of Living.

International Extension

The involvement of Cooperative Extension Service in international development programs is unorganized from a national standpoint. Although significant contributions have been made by individual Extension personnel, Cooperative Extension's role is poorly spelled out and at present is relatively insignificant when compared to domestic programs. The IFYE program is the only formally structured national Extension sponsored activity of an international nature. It has had a significant impact, both upon U. S. youth and those from other nations.

Types of International Programs. Currently USDA and the land-grant universities are involved in foreign technical assistance programs through:

- Direct hire by Agency for International Development (AID).

- AID sponsored contracts.

- United States Department of Agriculture Participating Agency Service Agreements (PASA's). Contracts between AID and USDA under which the Department furnishes the technical expertise and the backstopping knowledge to operate the technical assistance program.

- AID sponsored university contracts under which universities provide personnel and administer a technical assistance program.

- Consortia—an expansion of a single university effort in foreign development work by which several United States universities group together under a single master contract to provide a broader resource base for technical assistance, usually under the financial support of AID.

- University or individual efforts financed by foundations.

- Training of foreign nationals in the U.S. under AID support.

Scope of International Extension Programs. Extension's involvement has been largely as a part of land-grant university contracts sponsored by AID, seldom as an Extension program as such.

A survey conducted by the ECOP Subcommittee on International Agriculture during the latter part of 1966 indicated that about 300 Extension staff members had been involved in Extension activity conducted during the preceding five years by 33 land-grant universities in foreign countries. More than 30 foreign countries were involved. These data do not include Extension personnel who have resigned to accept direct hire AID positions. In addition, 1,431 man years of USDA personnel were committed to foreign programs of technical assistance in 1967 for: (1) Technical consultation and support, 996 man years; (2) training, 166 man years; and (3) PASA's, 267 man years.

The lack of a formal structure and continuing commitment in support of international Extension programs makes it difficult to assess the full degree of current involvement of Cooperative Extension Service personnel. The time and clientele inventory indicates about 1% or 156 man years allocated in support of international programs. The actual allocation is, however, much higher. The 1% includes only those persons formally employed in Cooperative Extension Service who were involved in U. S. visits by foreign Extension personnel, those who performed short term consultative work overseas, and those who spent time on the International Farm Youth Exchange program. In addition, for the year 1966, 115 persons were on leave from regular Extension jobs to serve overseas.

Manpower needs for agriculture development around the world were estimated in *The World Food Problem*,[18] Volume II, at 342,000 persons with undergraduate or graduate degrees in agriculture. Total trained agricultural and home economics personnel as of July 1, 1966, were estimated at 91,000. Of this total, 58,152 were agriculturists and 32,848 were home economists. These professional staff members were employed in colleges and universities, the Cooperative Extension Service, the Department of Agriculture, and secondary and other schools. In view of the current and future domestic requirements, it is obvious that the United States does not have sufficient trained personnel to do a comprehensive Extension program on a global basis.

Program Authority. The general authority for USDA to provide technical assistance is contained in "general agreement between the Department of Agriculture and the Agency for International Development." This became effective February 15, 1966. There are three types of assistance which the Department agrees to provide AID upon its request. They are:

- Project services

- Technical consultation support service

- Staff services.

The International Agricultural Development Service was established as a coordinating agency for the USDA August 5, 1963.

The Federal Extension Service's role in addition to administering PASA's, is that of administering educational activities of the Department and acting as a liaison between the Department and officials of the land-grant colleges and universities on all matters relating to Cooperative Extension work and educational activities relating thereto.

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[18] *The World Food Problem,* Volume II, A Report of the President's Science Advisory Committee, (Washington: U.S. Government Printing Office, 1967), p. 614.

Basic Problems with Existing Programs. Much has been written about weaknesses of the United States Foreign Technical Assistance Program. The basic problems or deterrents from the standpoint of Cooperative Extension Service can be summarized as follows:

1. *Lack of Program Continuity.* The two-year budget limitation on financing of university agricultural development contracts precludes effective and realistic long-range program commitment and planning.

2. *Short-Term Staff Assignments.* The customary two-year contracts with personnel assigned overseas frequently result in recall at about the time an individual becomes oriented and fully productive. University policies related to tenure and promotion also complicate short-term assignments.

3. *Non-uniform Personnel Policies.* The current situation is improved over that of a few years ago; nevertheless, policies remain which differentiate between university contract personnel and other U. S. personnel overseas.

4. *University Self-interest in Contract Surveys.* The contract survey procedure has been criticized since it often results in a university recommending programs that reflect the university's experience and interest rather than the best long-term concerns and interests of the nation to be served.

5. *U. S. Orientation of Contract Activities.* Another handicap is frequently imposed by universities which fail to allow for existing indigenous organizational patterns in underdeveloped countries. The bland assumption that the structures and methods employed in the U. S. are the most effective in other cultures is frequently fallacious. In addition, relatively few universities have developed pre-foreign service training in language, cultures, administrative organization and social values prior to committing staff to a foreign country.

6. *USDA and the Land-Grant Universities Serving as Recruiting Grounds.* Although the situation has improved some in recent years, there is a strong feeling among Extension Directors that in many instances they are serving as little more than a fertile recruiting ground for the direct hiring of overseas technicians.

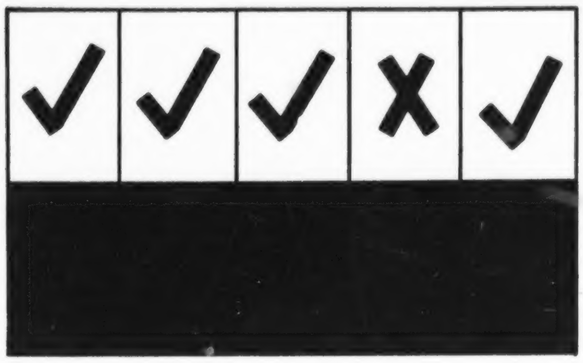
7. *Lack of Commitment.* Lack of commitment can be identified both on the part of individuals and in terms of departments in some universities. On the part of an individual the commitment is hard to arrive at as long as he cannot see the overseas assignment as a constructive part of his total career development. The acceptance and agreement upon a continuing role of USDA and the land-grant universities in foreign development programs must be recognized by themselves and AID.

8. *Lack of Action Agencies' Involvement in Initial Planning.* This item gets to the heart of some of the basic difficulties involved in the AID-sponsored development programs. AID has the basic national responsibility for administering the programs. Under the constraints beneath which they operate there are numerous complaints from both the universities and from other involved agencies concerning the extent to which AID holds unto itself the initial planning of the program.

9. *Need for a Trained Career Staff.* If a long range, continuous program is to be conducted, a trained staff with foreign service as their Extension career will be needed.

10. *Lack of Legislative Authority.* No act has yet been passed to give Cooperative Extension Service a clear mandate to participate in international development as an organization. The Smith-Lever Act is clearly limited to domestic programs.

11. *Use of Developmental Institutions.* U. S. agricultural development programs abroad have not fully utilized the appropriate U. S. institutions in a total system for developmental assistance.



Extension's Role - Attitudes and Opinions

The cooperative nature of Extension demands that Extension administrators consider the needs and desires of the public before they make decisions. Therefore, the Joint Study Committee appointed a task committee to analyze attitudes and opinions about Extension's role in the years ahead. What they learned is summarized on the following pages.

USDA and Land-Grant University Attitudes

Selected staff and administrative personnel in 16 land-grant universities were interviewed. The universities were chosen to represent the broadest range of administrative organization and state situations.

Similarly, selected staff and administrators in the USDA and Federal Extension Service were interviewed. Each was asked to give his views on objectives, planning functions, coordination needs, program emphasis, staffing and financing of Cooperative Extension Service.

From this array of respondents from the Secretary of Agriculture and presidents of land-grant universities to county staff members there was essential agreement on a number of broad concepts. These included:

A need for a more precise definition of the role of the Cooperative Extension Service in relation to the university and to the USDA. The phrases, "educational arm of the USDA" and "the off-campus arm of the university," were mentioned frequently. Many respondents stated that the role implied by each of these statements needed to be clarified and that the relationships with the other branches of the university, agencies of the USDA, and other federal departments needed clarification.

A need for better program coordination between the university and the several federal departments. There was not general agreement as to the most effective method of achieving such coordination. Some administrators felt that the coordination should take place at the university, while others felt it should more properly be done at the Department level in the federal establishment. Most university respondents felt there would be increased coordination of the Extension function by the university in the future. Some felt this would take place through a consolidation of the several Extension functions within the university while others felt that a less structured method of coordination would be used.

Future program emphasis should be broadened. Agricultural production emphasis should continue, but more emphasis should be placed on human and economic development and public affairs education.

As program emphasis broadens, the audiences served by Cooperative Extension will also broaden. Respondents cited the need for expanded programs with low-income audiences, both rural and urban, and with urban audiences in human development and social and economic development.

The staffing pattern of the Cooperative Extension Service will change in the future. The major shift indicated is toward an increased number of area specialists to increase the level of professional competence in the field.

Work in international Extension programs should be expanded. However, university personnel many times added qualifications such as: "More work could be done in international agriculture, but we must first do a good job at home;" or, "We can do more work in international Extension but the federal government must provide adequate financing." They concurred on the need for international Extension programs, but did not feel such programs should be funded from state sources.

Most USDA personnel said that expanded work in international Extension should be an important consideration in the years ahead.

Extension Directors' Attitudes on Audience Priorities

The Joint Study Committee surveyed Extension directors to determine the degree of emphasis they would place upon programs at present resource levels and if a significant expansion in funding should occur.

Figure 4, page 34, shows the percentage of directors (43 responses) who would place heavy emphasis on each of the listed audiences, with present resources and increased resources.

The directors foresee heavy emphasis on work with highly specialized farms, other commercial farms, cooperatives, farm product purchasers and processors, and county and community organizations *even if funding is not increased.*

They indicated that with a significant expansion of resources, they would greatly increase program activity with the following audiences: Low-income farmers, rural nonfarm families in the open country, low-income families in villages and towns under 2,500 population, urban families in small cities, low-income families in central cities, farm supply businesses, farm product purchasers and processors, and cooperatives.

Extension Staff Opinions on Audience Priorities

Each state director was invited to assist in a survey of staff members to obtain their views as to which audiences should be emphasized in the years ahead. Figure 5, page 35, shows the percentage of Cooperative Extension Service staff respondents who suggested heavy emphasis for certain audiences. About half of the total Cooperative Extension Service staff replied.

These respondents identified the following areas for heavy future emphasis: Highly specialized farms, other commercial farms, low-income farms, low-income rural nonfarm families, low-income urban families, farm product purchasers and processors, educational organizations and institutions, county and community organizations, farm organizations, and the general public.

Opinions of the Public on Audience Priorities

Selected citizens or support groups were also questioned. Most of these respondents were familiar with Extension and had some involvement with it. They represent a biased viewpoint in terms of past exposure to traditional Extension programs. Figure 6, page 36, shows the percentage who recommended heavy emphasis for each of the audiences.

Program areas they identified for heaviest emphasis were: Highly specialized farms, other commercial farms, low-income farms, low-income rural nonfarm families, educational organizations and institutions, county and community organizations and farm organizations.

Most significant is the strong agreement of this group with the other surveyed groups.

There is a relatively high degree of consistency among the responses of these three different but not necessarily independent groups. There is much interaction between State Cooperative Extension Service personnel and the publics with whom they are involved. Each influences the other.

Extension Attitudes on Program Objectives

In addition to the survey of audience priorities, Extension staff members were also requested to indicate the emphasis Extension should give each of eight major program objectives in the years ahead. The sampling from the Extension respondents was sufficiently broad to give an accurate indication of internal staff projections by program objective. These are indicated in Table 3, page 33. This table shows the compilation of the responses for six levels of emphasis ranging from large or moderate increase, no change, moderate or large decrease, or eliminate. Staff members felt that all areas should be expanded, but public affairs, human development, and marketing and distribution were cited by more than 75% as areas which should receive heavier emphasis.

Table 3

Percentage Responses, by Extension Staff to
Joint Study Committee Survey Regarding
Future Program Emphasis for Cooperative Extension Service

	Program Objectives	*Lg. Inc.*	*Mod. Inc.*	*Same*	*Mod. Dec.*	*Lg. Dec.*	*Elim.*	*NR*
I.	Help people develop as informed leaders for identifying and solving problems in a democratic society.	37.48	42.10	15.49	2.240	0.697	0.574	1.475
II.	Help people improve their community organizations, services and environment.	22.20	46.65	25.05	3.319	0.779	0.246	1.817
III.	Help people optimize their development as individuals and as members of the family and community (children, youth, adults).	43.50	37.97	15.23	1.503	0.396	0.164	1.284
IV.	Help people raise their level of living and achieve their goals through wise resource management.	37.57	42.07	17.18	1.407	0.314	0.123	1.393
V.	Help people protect (conserve) and effectively use natural resources. Natural resources include soil, water, forest, range, and fish and wildlife.	28.55	42.05	24.42	2.732	0.369	0.218	1.721
VI.	Help people efficiently produce range, farm and forest products.	26.30	39.12	28.71	3.196	0.382	0.150	2.199
VII.	Help people increase the effectiveness of the marketing-distribution system.	34.96	42.96	17.52	1.994	0.314	0.096	2.213
VIII.	Assist in the social and economic development of other countries.	18.33	39.37	29.83	5.915	1.926	2.008	2.677

Figure 4

PERCENTAGE OF DIRECTORS SUGGESTING HEAVY EMPHASIS TO SELECTED CLIENTELE GROUPS UNDER TWO STATED CONDITIONS OF BUDGET.

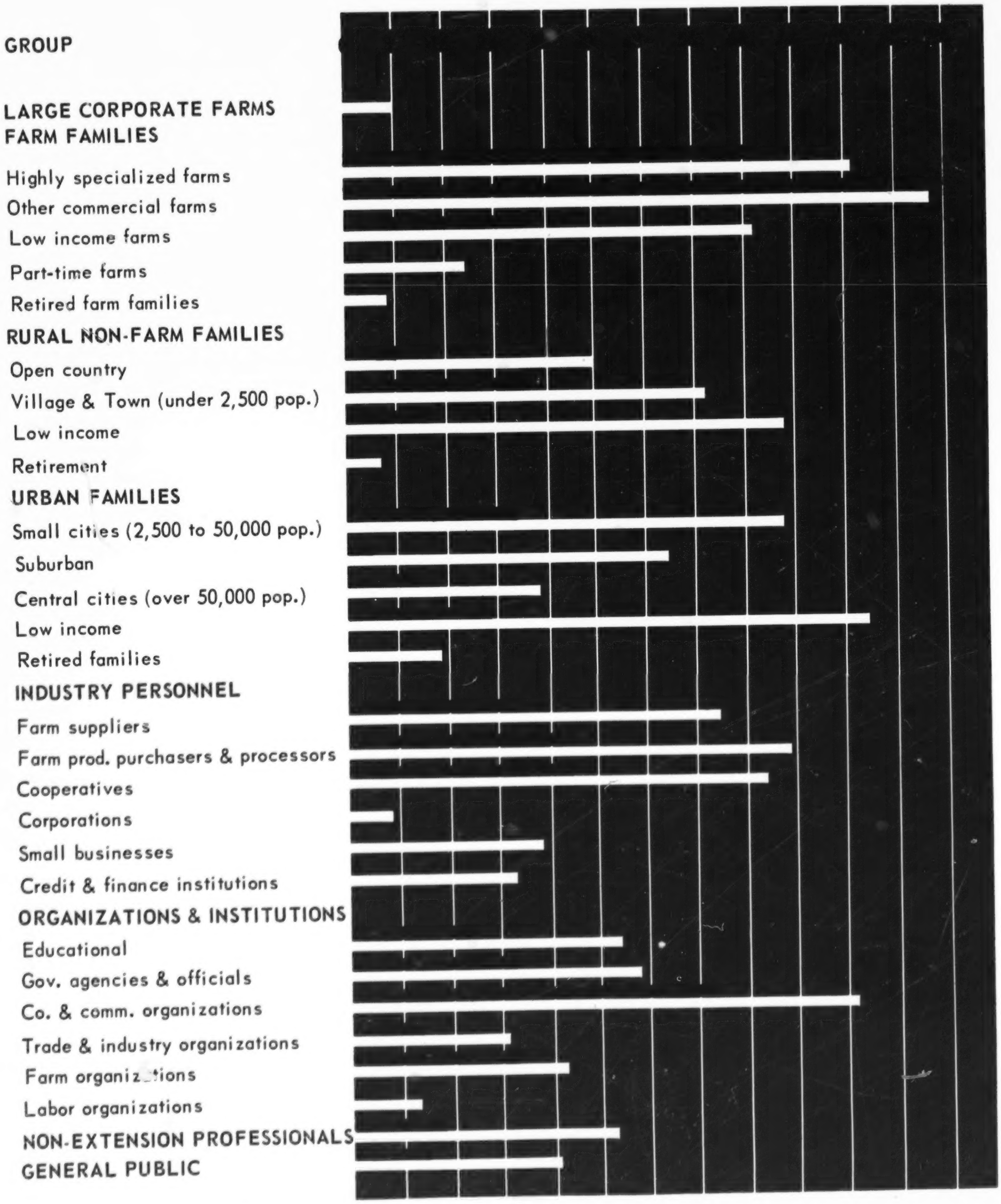


Figure 5

PERCENTAGE OF RESPONDENTS SUGGESTING HEAVY EMPHASIS TO SELECTED CLIENTELE GROUPS. (Extension Total - 7,325 Respondents)

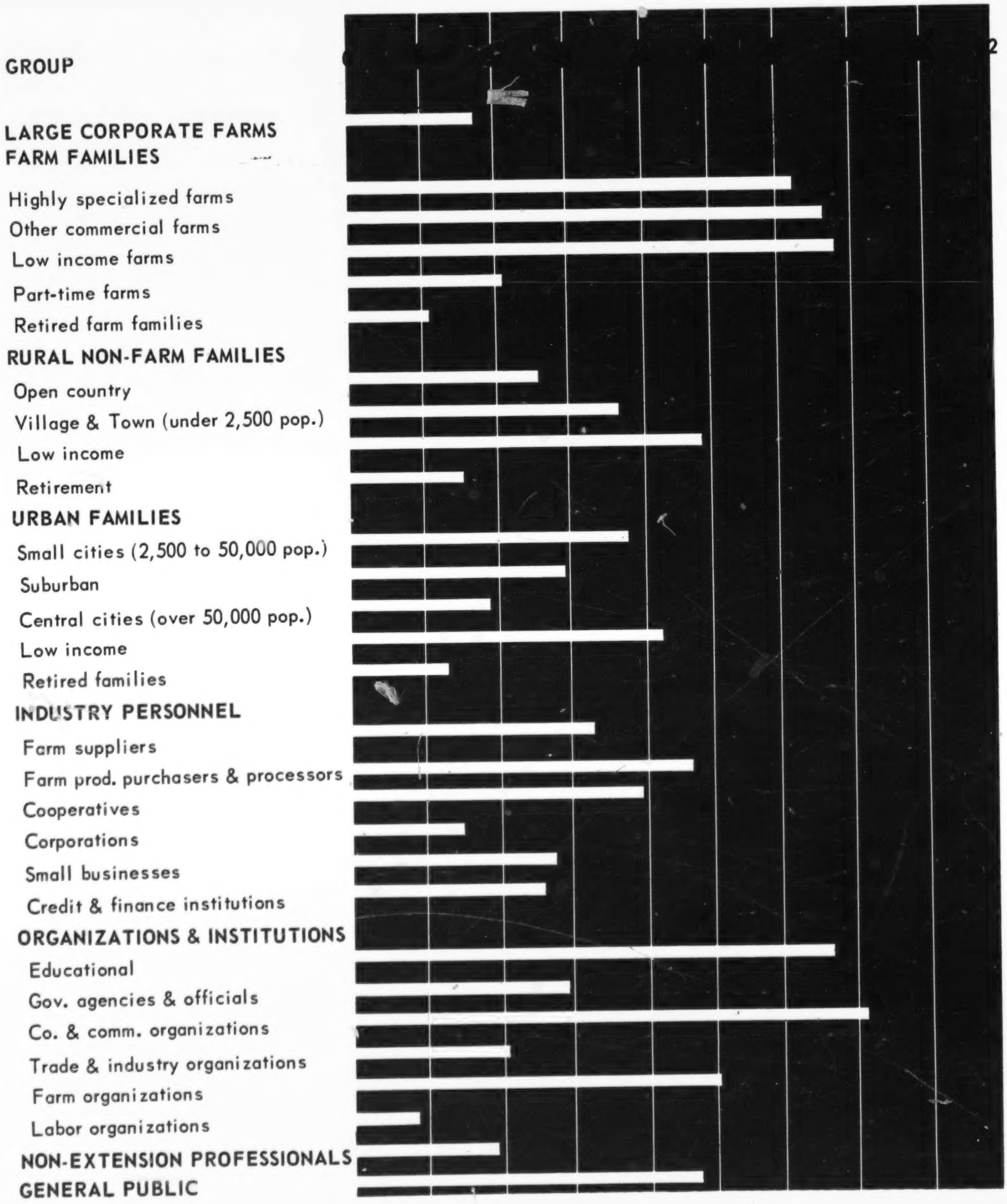
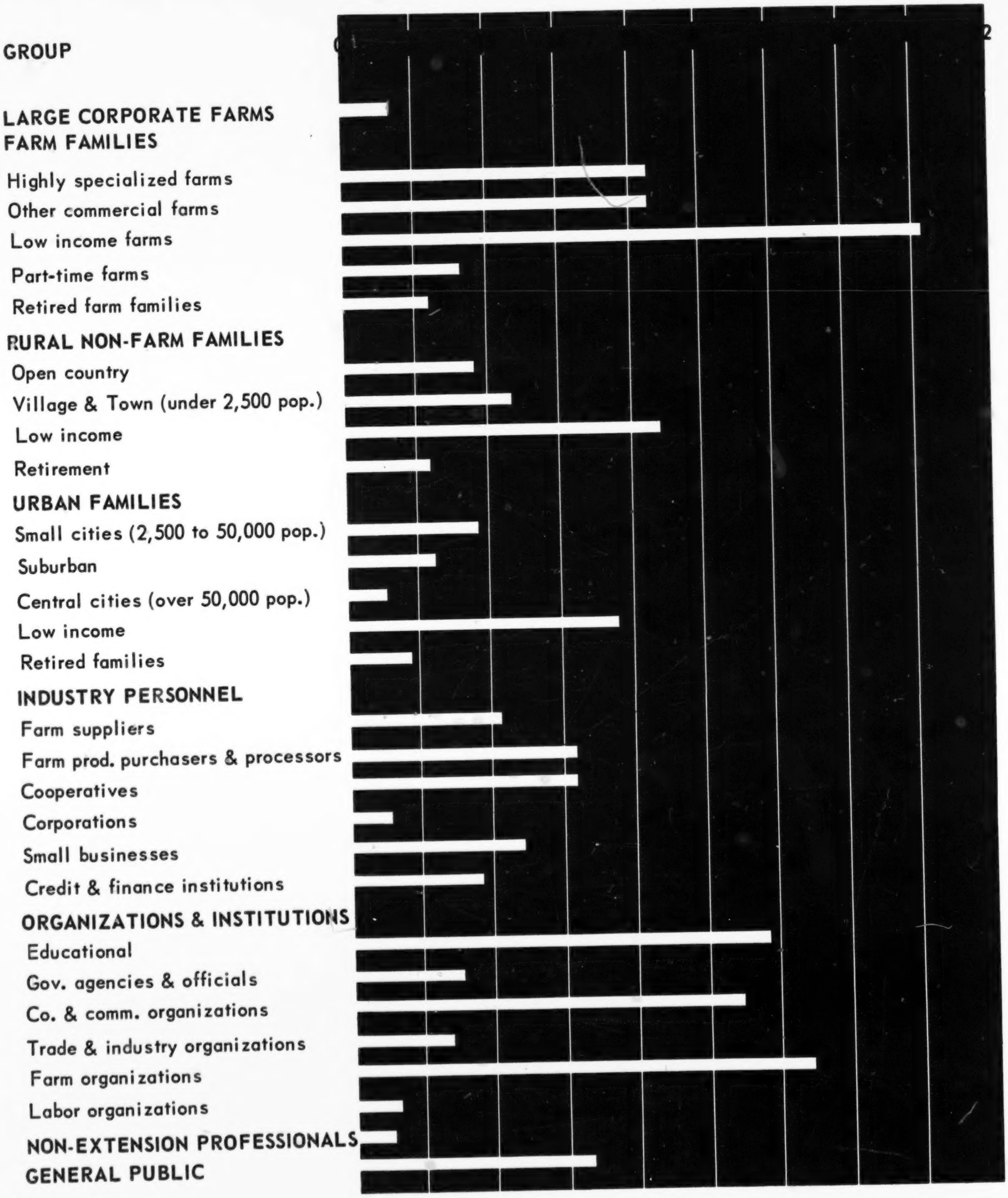


Figure 6

PERCENTAGE OF RESPONDENTS SUGGESTING HEAVY EMPHASIS TO SELECTED CLIENTELE GROUPS. (General Public - 2,729 Respondents)



Role of Predominantly Negro Land-Grant Colleges in the Cooperative Extension Service

The Negro land-grant colleges came into being in 1890 when Congress passed the second Morrill Act which authorized separate institutions for Negroes. In all instances where there were both Negro and white land-grant colleges or universities, the state legislatures designated the white institution as the one in which the Extension program was to be conducted and to which federal funds in support of Cooperative Extension would be allocated.

Because they are a part of the land-grant system and because the magnitude of the nation's social and economic problems demands a broad based continuing education effort, the Joint Study Committee surveyed Negro land-grant colleges as well as several other universities in order to assess the interest, potentialities, opportunities, and capabilities of these institutions in contributing to Extension education efforts.

A questionnaire was sent to all the Negro land-grant colleges asking about university outreach functions, resources, interests, and relationships. Questionnaires were also sent to one private predominantly Negro institution which exercises considerable "land-grant" functions and to two other predominantly white nonland-grant institutions having outreach functions of some magnitude. Eleven questionnaires from predominantly Negro institutions were returned along with one from a predominantly white nonland-grant university. The 11 proved to be fairly representative of the 17 institutions surveyed.

In addition to the questionnaires, personal interviews were conducted at eight predominantly Negro institutions with presidents, vice presidents, deans, and other administrative officers in regard to past, present, and future directions of their institutions.

In the survey of Negro land-grant colleges, outreach was defined as follows: "Non-credit educational services and activities conducted on or off campus by the university for the benefit of communities, groups, organizations, institutions, and individuals with emphasis on problem solving."

Outreach activities conducted by the 11 responding institutions were ranked in the following order according to staff time inputs:

1. Convocations, workshops, conferences, institutes, etc.
2. In-service training of other professional workers
3. Consultative services
4. Noncredit courses
5. TV, radio, and other mass media education
6. In-service training of Extension workers.

Those departments contributing to outreach were ranked on the basis of staff time expended:

1. Agriculture
2. Education
3. Social Science
4. Home Economics
5. Commerce or Business
6. Engineering
7. Other, including health, etc.
8. Arts and (other than social) Sciences.

The respondents indicated their program priorities, given adequate resources, would be:

1. Leadership Development
2. Family and Youth Development
3. Community Development
4. Resource Management
5. Agricultural Production and Management
6. Natural Resource Management
7. Marketing
8. International Development.

Budget restrictions severely limit the scope and depth of current outreach programs. The present clientele, ranked in order of staff time inputs, are public school teachers, youth, community institutions, homemakers, farmers, and civic and religious organizations. The intentions indicated that these institutions would engage in a much wider range of Extension work than currently is possible if resources were made available.

Upgrading of staff has been taking place at a healthy rate. From 1960 until 1968, the number of Ph.D.'s on the staffs of the predominantly Negro colleges increased 49% and the number holding the M.S. degree increased 40%. During the same period, the number of staff members with B.S. degrees dropped 28%. This trend indicates a growing capability to carry out Extension work as well as teaching and research. While this progress is impressive, it is insufficient—again indicating the limitations upon these institutions from a financial standpoint.

The results of this survey indicated that the predominantly Negro institutions, if adequately funded, could contribute to major objectives of the Cooperative Extension Service. They have curricula designed for students of various cultural, economic, and academic backgrounds. They have developed educational programs with remedial, reinforcement, compensatory and enrichment components. They have rapport with people who need educational assistance and who have not received it. These institutions have a special competency to reach the unreached and hard to reach. In addition, they are making a special effort in their educational programs to encourage enrollment of culturally and academically deprived students. The Negro colleges can help to bridge the gap between the middle-class affluent and the low socioeconomic groups.

For many Negro students, the predominantly Negro college offers one of the few opportunities—if indeed not the only opportunity—they have to obtain a higher education. For this reason alone, these institutions can meet a very real need.

Schedule and interview responses by the institutions revealed a strong desire and philosophical commitment to outreach functions, even though these are hampered and restrained by inadequate resources.

Private Sector Inventory

A survey of 1444 agricultural firms was conducted for the Committee by the Agricultural Research Institute of the National Academy of Sciences. Respondents included those firms that provide information and education related to agriculture and forestry, and whose operations are either state, national, or regional in scope. State-based firms were suggested by Extension directors on the basis of their significant current involvement in extension-type work. National and regional firms surveyed were selected by the Agricultural Research Institute.

One difficulty encountered in the survey came from lack of a clear identification of the education function by many firms. Most large commercial firms have their own separately identified research divisions. Very few have educational units, even though they engage in a considerable amount of education or information work.

A further limitation in the private sector inventory was imposed by response from only 29% of the firms surveyed. Of a total of 418 firms responding, only 42% (176) were able to provide information specifically useful in terms of the survey.

In total, the companies indicated they would increase man year commitments for their information and education activities by 47% and dollar expenditures by 54% in the next five years. Those companies surveyed indicated little future change in the nature of their expenditures for information and education. Expected allocations by 1973 for national companies are compared with 1967.

The expansion of about 50% in educational programs and the heavy commitment to farm efficiency indicates that commercial firms should be able to carry out a part of the work related to agricultural production which has been conducted by the Cooperative Extension Service.

The following data indicates that private industry will continue heaviest allocation of effort to agricultural production. The capacity of commercial firms to support extension programs thus appears stronger for agricultural production than for other program categories.

Relative Emphasis to Program Areas by Private Industry.

	1973	*1967*
Improving farm efficiency	53%	52%
Marketing, processing, distribution	19%	19%
Pesticide safety	8%	8%
Foods and nutrition	4%	4%
Youth groups	3%	3%
Other (forestry, family living, community development, recreation, conservation, etc.	13%	14%
	100%	100%

The companies were asked whether Cooperative Extension programs can or should in part be replaced by education and information programs of private business. This question was not answered conclusively by the survey; however, about 20% of the respondents said that greater cooperation between Extension and industry would give better service to agriculture.

Respondents were asked, "What informational and educational activities do you believe could be done more effectively by the private sector that are now being done by the Cooperative

Extension Service?"

Sixty-three percent said they could perform most or at least some of the education and information services supplied by Extension. Thirty-one percent said they could do none or very few of the activities usually carried on by Cooperative Extension Service. The remaining 6% said they could carry out almost all of these functions.

These firms were also asked, "What do you believe the Cooperative Extension Service should be doing that is not now a significant part of its program?" Heaviest interest was expressed in Extension work in the following areas: Management, marketing, pesticides, agricultural production, and community resource development. About 72% indicated that Cooperative Extension needs to improve its operations if it is to be maintained as a viable function. This included the dissemination of up-to-date information, providing more highly specialized assistance, and doing more applied research.

Industry's dependence on Extension appears to be greater among state-wide firms than among larger national companies.

Projecting for the Future

The Joint Study Committee acknowledges the fact that the tripartite cooperative nature of the Cooperative Extension Service imposes a variety of influences upon decisions which may be made for the program thrusts in the years immediately ahead. In the chapters which follow, an attempt has been made to weigh implications from the foregoing surveys; to consider the current capabilities of the Cooperative Extension Service; to assess the importance of national problems, priorities and goals; and to base recommendations upon the existing or latent capabilities of Cooperative Extension Service as an organization in meeting national needs.

The Committee is fully aware that the different states are in different stages of development and have varying needs for assistance from the public sector. Its recommendations are made in the sincere belief that Cooperative Extension Service can effectively and efficiently contribute toward solutions of national problems. More than this, the Committee believes that failure to recognize the capabilities of Cooperative Extension Service will represent failure to capitalize on one of the unique and effective mechanisms for problem oriented education which is already in being but which, in the opinion of the Committee, is not now being utilized to its maximum potential.

This belief springs from the requirement that individuals must participate in decisions affecting themselves or their communities if progress is made. One of Extension's greatest strengths lies in stimulating this process.

Extension - Its Strengths and Weaknesses for the Coming Decade

The Joint Study Committee appraised Extension strengths that can be exploited and weaknesses to be strengthened. It found substantial strengths for meeting future needs. These are:

- The Cooperative Extension Service has been the main outreach of the land-grant universities. It has a proven ability to reach large numbers of people effectively, using the knowledge resources of the university in solving problems.

- The state extension services have offices and professional staff in almost all counties. These offices have great potential to identify problems and needs, organize groups, and provide information needed by the people—and do this on a state-wide basis.

- The state extension services and the universities they represent are accepted as having a degree of objectivity and detachment not found outside the educational system.

- The tie between research and extension activities has traditionally added to the strength of both. The public benefits from this.

- The method of operation and the financing of the Cooperative Extension Service results in cooperative involvement of federal, state, and local governments in program development and execution.

- Extension personnel are highly motivated and strongly dedicated to help those with whom they work.

- Extension has a demonstrated capability to associate with and use the existing local power structure. It has developed a high degree of empathy with those it serves.

If the Cooperative Extension Service is to provide continuing education of the type envisioned in this report, there are also deficiencies which must be corrected.

- Although Extension is increasing its emphasis upon educational work with groups and communities, its orientation is traditionally overweighted toward individual decision making. Group and community orientation will be required to meet many future problems of social and economic development.

- In many institutions Cooperative Extension does not have access to the total knowledge base of the university.

- There is limited access to and communication with the federal establishment outside of the USDA.

- In most states the bulk of the professional workers in Extension have a background in agriculture or home economics, and Extension has the image of being oriented primarily to farm people.

- There is ambiguity and confusion as to the function of Extension as the educational arm of the USDA, and as to the meaning of its role as the "off-campus arm of the university."

- State laws in many instances are limiting and need to be modified if the Cooperative Extension Service is to assume some of the responsibilites recommended in the report.

- The variation in program philosophy and organization among the states tends to dilute the strength of national efforts and lead some to question Extension's ability to mount a national program commitment. Extension has, however, frequently demonstrated that it can serve national as well as state goals.

- Extension's close ties with existing local power structure sometimes raise questions about its ability to mount new programs which may impose change upon the activities and attitudes of agencies within these power structures.

- Extension has enjoyed a high degree of organizational identity in its traditional programs. Many new roles envisioned will require a pluralistic agency approach and nontraditional relationships.

Functions the Cooperative Extension Service Staff Must Perform to Achieve the Educational Mission

The effectiveness of Cooperative Extension Service in achieving its mission will be to a large extent determined by how well the staff integrates the entire process of continuing education into an over-all strategy of education. The strategy must include (1) planning and preparation, (2) teaching, (3) evaluation, and (4) continuous staff recruitment, training, and development.

Planning and Preparation

Extension teaching follows many processes of planning and preparation that must be undertaken before effective teaching can begin.

Developing and Maintaining a Climate for Education. Developing and maintaining a favorable climate for education is an increasingly important part of the Extension function. Too often this climate has been taken for granted. This development must be pursued within the university as well as with the public. The university administration and staff must recognize continuing education as an important university function.

Extension staffs must develop a favorable climate for extension education among the people. It will be necessary to aggressively seek out and consult with groups that heretofore have not been involved with Extension. Low-income groups, community leaders, and public officials are examples.

The strength of an informal continuing education program lies in its relevance to the needs of people. Extension must establish the same type of continuing communication with organizations and groups representing disadvantaged citizens, non-rural youth, and ethnic groups that has been developed with farm organizations, commodity associations, business organizations, homemaker councils, and cooperatives.

Integrating Research and Extension. As Extension programs expand into new areas and acquire more depth in the old ones, there is continuing need for effective integration of research and extension activity within the USDA and the university.

These relationships now exist to a fairly high degree in the departments of the colleges of agriculture and home economics. Extension must build these relationships in other colleges in the university and between Federal Extension Service and the research agencies of the departments of government other than the USDA.

Assembling the Audience. The audience building function of the local Extension staff is becoming an increasingly important and specialized function. Those who most need new knowledge are least apt to seek it. As Extension works with different groups in the future, the staff must acquire new skills in audience assembly, since techniques used for present audiences may be completely invalid for new groups.

Teaching

The success of any education program depends on the quality of the teaching and the relevance of subject matter. As Cooperative Extension Service continues to evolve in the coming decade, there must be:

- A continual upgrading of the professional qualifications and teaching ability of the staff.

- A more specialized role by the agent in building a favorable climate for education and in developing audiences.

- A focus on a "decision center" rather than on a department or discipline. The solutions to problems facing individuals, families, communities, and business seldom come from a single discipline. Rather, the talents from a variety of disciplines are needed, bringing subject matter together to apply to a specific problem. This calls for more "task force" or "total problem" teaching teams.

Evaluation

Since program development is a continuing process in Extension, evaluation is a necessity. Program evaluation must ask:

- Was the climate for education in this subject or problem favorable?

- Was the subject matter relevant, timely, and focused on the problem of the recipient?

- Were the teaching techniques appropriate and effective with the particular audience involved?

- Were the teachers up to date and competent in the subject matter?

- Was the audience assembly function adequate?

Evaluation is one of the most difficult functions of the Extension staff. The growing differentiation of audiences dictates that Extension must improve its program evaluation if education is to be relevant for the audiences.

Evaluation must be based upon two factors:

- Was the Extension function performed effectively? If so, why? If not, why not?

- Were results obtained by the public served appropriate to their needs? Again, evaluation must ask why results were effective or ineffective.

Staff Recruitment, Training, and Development

Extension has given a great deal of time to studying the needs of its clientele. As an organization, however, it has not communicated its imperative requirements for self improvement.

Seldom do Cooperative Extension Service budgets show the cost of sabbatical leaves, in-service training workshops, or special staff development activities. The environment in which Cooperative Extension functions is such that only by a continual process of staff training and development can it hope to field a staff which is competent and confident.

Before a staff can be upgraded it must possess basic competencies. This requires an effective and aggressive recruiting program designed to bring the most capable individuals possible to the organization. Administrative policies must be conducive to retention and encourage individual performance.

The future diversity of program thrust will also impose serious organizational management and supervisory problems. Organizational efficiency and effectiveness can be improved on the order of eight or ten times through two functions—organizational leadership and staff training.[19]

Administrative Arrangements for Training.[20] If staff training and development is to be effective, each Extension organization must assign one or more staff members the responsibility for staff development programs. This staff should identify training needs, recommend training policies, and arrange learning experiences to meet these needs. There must also be:

- Administrative support to create an organizational climate in which staff members can grow and develop.

- A budgetary commitment for resources and materials for training.

- Involvement of the training staff in major program decisions, so that they can design training programs to fit the program emphasis.

- Recognition of the importance of induction training, in-service training, and graduate study in a total program of staff training and development.

- Use of Extension research in evaluating methods and techniques.

Staffing for Training and Development. There are approximately 150 training personnel in Extension in the United States who spend the majority of their time on staff development programs. Thus, on a nation-wide basis there is roughly one training person for every 100 Extension workers. It is the opinion of the Joint Study Committee that the training function is being performed at a maintenance level. With the emergence of new programs, the dynamic changes taking place in Extension's traditional programs, and the possibility for using subprofessionals, the nature of the training function needs to be critically examined, staffed, and conducted accordingly.

It is the recommendation of the Joint Study Committee that the present Extension staffing for staff training and development be doubled. In addition, further expansion of administrative, training, and program evaluation staff should be provided as program activity increases. For example, addition of a major thrust in low-income work should include an allocation of approximately 10% of the increase for training, supervision, and program evaluation.

Extension is urged to take greater advantage of existing opportunities for career training and development, including special course work at universities, regional and national Extension summer and winter schools, and training provided by the U. S. Civil Service Commission. Extension must do for itself what it seeks to do for other organizations; namely, improve organizational efficiency and staff competency.

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[19] M. Hair, *Psychology in Management* (2d ed.; San Francisco: McGraw-Hill, 1964).

[20] ECOP Subcommittee on Staff Training and Development. National policy statement on staff training and development, January, 1968.

Agriculture and Related Industries

The President's Commission on National Goals identified a healthy and productive agricultural industry as one of the important goals for the future. The Joint Study Committee agrees that we must not allow this basic industry nor the people making their living in it to become anything less than fully contributing members of our society. Furthermore, we cannot afford to lose sight of the fact that food is basic to national and individual survival and that it is rapidly becoming a primary matter of concern worldwide. Agriculture is a fundamental factor in economic growth—one of our priority national problems—and so deserves continuing priority for public support through education and research.

Research conducted at the University of Chicago indicates a high rate of return for public investments in agricultural research and Extension.[21] The Committee believes this payoff will continue in the years ahead.

In the opinion of the Joint Study Committee there is no question as to the need and logic of continued effort by the Cooperative Extension Service to serve the agricultural industry. The question is basically not "whether" Extension should continue to serve agriculture but "how" this may be most effectively and efficiently accomplished. A corollary question deals with the magnitude of this effort as compared to the present.

The future goals of agriculture include the best interests of the consuming public as well as those of the agricultural industry. For the decade ahead, this Committee sees the following broad goals for Cooperative Extension Service in commercial agriculture:

- Enable an increased percentage of farm operators to make more effective production and management decisions so as to earn returns for their land, labor, and capital on a parity with that which they could expect in nonfarm pursuits.

- Provide an adequate supply of food and fiber at reasonable prices for all Americans.

- Provide the capacity for increased exports of agricultural products abroad.

Projections for these and other programs are intended as national guides or estimates by the Joint Study Committee to indicate relative magnitude and the relative degree of change expected. Table 4 page 45 , indicates projections on the basis of manpower now allocated and the projected percent of effort for 1975 in major Extension agricultural programs. The projections are national. It is recognized that there must be a variation among the states, and that implementation will require decisions which recognize changing emphases in each state or region.

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[21] Zvi Griliches, "Research Expenditures, Education and the Aggregate Agricultural Production Functions," *The American Economic Review*, Vol. LIV, No. 6 (December, 1964).

Table 4

A Summary of the Projected Changes in Extension's Agricultural Manpower Allocations for the Nation in the Program Areas of Agricultural Production and Marketing

1966 to 1975

Program Area	*Manyear Equivalents of Extension Professional Workers*	*Increase in Manyear Equivalents of Extension Professional Workers*
	1966	*Percent—1975*
Agricultural Production	4,741	20
Forestry Production and Marketing	349	25
Soil and Water Conservation	328	6
Subtotal Agricultural Production	5,418	
Marketing, Processing and Distribution	808	82
Total Agricultural Production and Marketing	6,226	27.5

Agricultural programs must continue but must continually be modified to meet the priority needs of society. **The Committee recommends an increase of about 25% in agricultural programs by 1975 and expects that support will come primarily from local or state funds.** This will be in contrast to the other major program areas examined in this report, where expansion may appropriately be expected to be supported to a greater degree by federal funds.

Future Extension Programs for the Farm Production Sector

The program content and approach for Extension farm production programs in the future should be significantly different from those of the past. The trend toward larger, more specialized farms is expected to continue as the number of small farms decline. The economic, social, political, and technical climate for producers will be significantly different.

Extension programs must be designed to fit the needs of differing sizes of business, as well as the different levels and types of specialization. Educational programs designed to improve managerial and technical efficiency on farms must help farmers:

- Determine their economic potential through analysis of alternative uses of their resources.

- Organize their resources into more efficient and profitable production units.

- Adopt more effective and economically feasible production technology.

- Adjust output to market demands as related to quantity, quality, and seasonality of output.

- Continually acquire and use more effective decision making and business management skills.

- Compete more effectively in world markets.

- Compete more effectively with synthetics and other substitutes for agricultural products.

An educational program designed to provide the above will require some shifts in emphasis of current programs with *increased activity in the following areas:*

- Developing a more comprehensive and sophisticated understanding and capability to influence the economic situation, market outlook, farm policies, market structure, and other forces affecting decisions. Consideration of the total economic environment will be required. The increasing impact of "off farm" forces on farming and ranching businesses will require that farmers understand the international as well as the domestic agricultural situation, outlook, government policies and market structure in order to plan and make sound decisions. Increased training will be needed.

- Improving "farm business administra-

Table 5

A Summary of the Projected Changes in Extension Program Emphasis Expressed in Percent of Time Allocated to Each Activity Contributing to the Agricultural Production Program, 1966 to 1975

	Percent of Time	
	1966	*1975*
Developing an understanding of situation, outlook, policy, market structure and other forces affecting decisions	10	14
Improving management through the consideration of size, organization and effective allocation of resources	7	14
Improving the efficiency of the selection, procurement and use of supplies, labor and credit	6	12
Improving the design, construction, procurement, maintenance, and use of buildings and equipment	8	10
	31%	50%
Improving plant and animal nutrition and feeding	18	12
Improving plant and animal selection and breeding	11	8
Controlling diseases, insects, weeds and other pests	13	13
Improving harvesting, storage and marketing	8	7
Other cultural and husbandry practices	19	10
	69%	50%
	100%	100%

The above projections are based upon an assumed increase of 27.5% in total agricultural program activity by 1975.

tion." Economies of scale, larger farms, larger capital investment, and increased operating costs will require intelligent management decisions for effective allocation of resources. More farm business administration training will be needed to help operators analyze their businesses.

- Improving the efficiency of selection, procurement, and use of supplies, labor, and credit. Expanded use of credit and shortages of labor will increase the need for operating capital. Greater variety of alternatives available will require operators to have more precise information for efficient selection, procurement and utilization of supplies, labor and credit. In-depth enterprise management training will be required.

- Improving design, construction, procurement, maintenance, and use of buildings and equipment. New developments in automated equipment and controlled environment for high intensity production units will require precise information on functional design. Increasing cost and specialization of equipment will impose severe penalties on farmers who buy inappropriate machinery or fail to utilize it efficiently. Although industry will contribute significantly in providing information of this type, some increase in Extension efforts will be needed as farm operators employ mechanized systems.

In Table 5,this page , the Joint Study Committee indicates changes expected in agricultural programs by 1975. Total agricultural program activity is expected to increase about one-fourth. There should be an increased percentage of effort on marketing, economics, and business management and a reduced percentage on production and husbandry.

The Joint Study Committee recommends that Extension programs in marketing, economics, and management be increased from the present 31% of the total effort in agriculture to about half of the Extension agricultural activity by 1975. (Table 5)

The marketing and management programs are important areas for expansion. The increasing impact of off farm forces on farming and ranching businesses makes it increasingly important that operators understand the economic and political climate as a background for their farm decisions.

The administration of the farm business becomes increasingly important as agriculture becomes more "capital related" and less "labor related." Knowledge of the organization of enterprises and the structure of the total business is an area of major need as producers procure supplies, labor, credit, and equipment from a wider range of sources and in increasing amounts. More alternatives in supply and procurement require more information on use, performance, and relative cost. New developments in automated equipment and controlled environment systems make it necessary to expand educational programs concerned with design, construction, use, and feasibility analysis of such equipment.

The Joint Study Committee recommends that husbandry and basic production programs be continued at a somewhat reduced percentage of total effort. (Table 5) These areas are as follows:

- Improving plant and animal nutrition and feeding. Extension emphasis will shift to an in-depth group teaching of principles and conduct of applied research. There will likely be a significant decrease in the proportion of time allocated to this activity as more services in this field become available from industry.

- Improving plant and animal selection and breeding. Less proportionate efforts—which are time consuming—by Extension will be needed in improving selection and breeding of plants and animals due to the wider use and greater availability of superior seed stocks and animal semen from highly specialized industry sources. Emphasis will shift to helping operators understand genetic principles and their application to improving livestock and crop productivity.

- Improving harvesting, storage, and marketing. Greater assistance to farm operators is expected to be provided by industry on harvesting and storage problems. Shifts to help farm operators determine the economic feasibility of using new equipment and marketing techniques will allow a slight reduction in time allocated to this work.

- Other cultural and husbandry practices. The rapidly rising level of technical know-how among farmers is enabling Extension to shift program emphasis from single practices to work on "unit production" systems. A large decrease in percentage of time allocated is indicated because much educational work under this activity will be served mainly by industry or by Extension under enterprise management activities.

- No change in emphasis is recommended in programs to control diseases, insects, weeds, and other pests. Increasing attention will be given to presenting in-depth pest control training courses for farm operators, commercial applicators, dealers and suppliers, aimed at the appropriate use of chemical and non-chemical materials and techniques. However, with a decrease occurring in the time spent on activities aimed at creating a continuous flow of information, an increase in the proportion of time devoted to this area is not expected.

A reduction in percent of time allocated to a given activity does not necessarily imply a reduction in manpower. The percentage of time devoted to any one activity will be influenced by manyear equivalents devoted to the total Extension program.

There are several reasons for these recommendations. The major reason is that as agriculture becomes more complex, the supply industries will expand their capability to provide technical information, recommendations on practices, and individual farmer consultation. The Cooperative Extension Service programs in these areas should logically shift toward providing more in-depth training to producers and to wholesaling information through supply firms. Extension should not hold on to programs which can be as effectively performed by private industry. But it is not expected that private industry could or would provide all needed educational services. This implies reduction of "service" activities by Extension and heavier orientation toward education.

Organizational innovation should be thoroughly explored in order to apply the highest possible level of intensity and professional expertise to production, management, and related problems of producers. Use of teams of specialized personnel on problems requiring multiple disciplines is one technique.

The Committee believes an increasing amount of highly specialized, in-depth training of industrial firm agriculturists will be provided by Extension and that charges will be made by Extension to defray a part if not all of the cost of such training. The Committee also expects an increase in the charging by Extension for assistance provided to large, highly specialized farmers.

The Committee recommends that the area approach be expanded to its maximum utility. The Committee notes with interest efforts already made in several states to organize county programs into area or multi-county program arrangements. County governments, topography, program requirements, staffing strength, etc. must be considered. No broad generalization can be made which is equally feasible, useful, or effective in all states or in all areas of any single state. Nevertheless, the area concept can measurably improve the ability of Extension to provide more highly specialized personnel, especially in sections of the state which are relatively remote from the campus. *The Committee encourages an aggressive effort by Extension directors to accelerate the area concept.* It has been proved that the most formalized of multiple county arrangements can be developed with the support of local people. The initiative, however, rests with Extension administrators.

The area approach may take forms ranging from informal cross-county cooperation, to area centers, to formalized multiple county budget and administrative units. For some programs interstate staffing should be explored.

The Joint Study Committee recommends that in addition to resource allocations outlined, **Cooperative Extension Service seek maximum use of Extension manpower resources in agricultural production programs in the following ways:**

- *Employ specialized area agents* to conduct complex technological and management educational programs in depth, directly with specialized or other commercial farmers.

- *Upgrade state specialist staffs* to provide leadership in more highly specialized in-depth subject matter fields and to train and assist the specialized field staff.

- *Increase use of specialists holding joint appointments* between Extension and research and use of non-Extension university staff on consulting or part-time assignments.

- *Experiment with new organizational structures,* both on and off campus, to bring about the greatest availability of research information and technical talent; for example, area specialists might effectively be located on branch experiment stations.

- *Cooperate more closely with other agencies* offering formal classroom and continuing education programs relating to agricultural production and marketing.

- *Take advantage of the capability of larger agricultural firms to provide a part of the technological information* to commercial producers now disseminated by Cooperative Extension Service. *Expanded cooperation with these firms on educational-informational programs is recommended.*

Marketing, Processing and Distribution

A healthy agriculture requires that farm operators make a profit. It is equally important that reasonably priced food and fiber products be available to consumers. Both depend on improvements in the total system of production, marketing, processing, and distributing agricultural products and supplying purchased inputs to farmers.

Coordination of farm management and marketing decisions with those of agribusiness is increasingly important.

Extension's marketing, processing and distribution programs are designed to provide for more competitive and efficient marketing systems for agricultural products. The objective is to increase producer returns, provide incentives to the marketing system for new innovations and efficiency, and contribute to consumer needs through assurance of an adequate supply of food and fiber products at reasonable prices. These programs will be aimed at helping to improve the performance of the vast, complex, and vitally important system for conveying agricultural products from farm to consumer as well as from the supplier of agricultural inputs to the farm operator.

Except for educational programs of the type conducted by Extension, only the larger marketing and supply firms have the resources to interpret and apply marketing research information. Therefore, an expanded Extension program with agricultural producers, with managers of marketing, processing and distribution firms, and with farm input suppliers is of paramount importance in the years ahead.

The Committee recommends an expansion of about 80% for all Extension marketing programs. The bulk of the increase in manpower will be for work beyond the farm level—with firms, systems, and new processes. Specific recommendations are indicated in Table 6, page 49.

In addition to an increase in marketing edu-

Table 6

A Summary of Projected Changes in Program Emphasis Expressed in Percent of Time Allocated to Each Activity Contributing to the Marketing, Processing and Distribution Program 1966 to 1975

Activity	*1966* *% Allocation*	*1975* *Projected* *% Allocation*
Improving the marketing decisions of producers	37	24
Developing new and improved systems for marketing and processing	5	8
Improving the efficiency of supply, marketing and processing firms	39	40
Expanding markets for agricultural products	4	7
Developing new and improved processes and products	8	7
Developing new farm supply and marketing enterprises	7	14
	100%	100%

The above projections are based upon an expected increase in marketing programs of about 80% by 1975.

cation, the Joint Study Committee recommends a substantial shift in emphasis to concentrate more heavily on educational programs on marketing and processing, expanding markets for agricultural products, and improving the efficiency of new farm suppy and marketing enterprises. (Table 6)

The increasing importance of producer bargaining activity accentuates the need for providing more educational assistance for these groups. By contrast the Committee recommends a reduced emphasis in the amount of effort allocated to programs of assistance on individual producer decisions. This does not imply that individual decisions are unimportant. They are vital. The recommendation is based upon a belief that individual producers will become increasingly involved in group decisions requiring a high level of educational assistance. It is also more efficient for Extension to provide information to groups than to individuals.

Major improvements in group marketing processes must be made. This implies a heavy commitment by Cooperative Extension Service. An understanding of market demands is needed by producer groups in order to influence producers' decisions on type, quality, and amounts of crops or livestock at the beginning of each production cycle, not at the end of it. In addition, producers need more information on where and how to market their produce.

Marketing programs with cooperatives and other firms should be increased significantly in the next decade.

Extension work with managers to improve the efficiency of cooperative and other supply, marketing and processing firms will require considerable expansion and more highly trained personnel. Specialists will be needed with competency in statistical price analysis, socio-economic behavior of groups which may influence prices, methods of determining cost volume, profit relationships within firms, and pricing strategies of firms through use of simulation models.

It is anticipated that programs for cooperatives will expand to encompass virtually all cooperatives. This should contribute to both improved marketing and supply efficiency and to competition within the marketing industry.

Efforts should include programs for all types of marketing firms throughout the system from the point of assembly to the food service level. These will help management improve its efficiency.

A greater emphasis is recommended in Extension programs designed to expand markets for agricultural products. (Table 6) This should include assistance to producer groups in evaluating economic feasibility of advertising and promotional expenditures, expanded educational programs with household consumers, and emphasis on information pertaining to factors determining retail food prices. Consumer education programs should be designed to improve and expand markets through a better understanding by consumers of such things as changing product supplies, prices, quality, and types.

Extension should help producer and marketing groups learn consumer preferences and demand trends for factors such as color, flavor, texture, taste, etc. Packing and processing must also be a part of these educational efforts. Extension should also contribute to the export marketing by domestic firms. Information on foreign market requirements, competitive positions, export procedures, demand, and pricing can help inexperienced firms seeking to develop export trade. Many of these programs will complement activities of the Foreign Agricultural Service and should be fully coordinated with that agency.

Forestry Production and Marketing

The major future needs as seen by the nation's forest industry are expanded timber production on small woodlands, more efficient management of timberlands, and increased efficiency in the processing of forest products. Wood production must be expanded to meet the needs of domestic consumers. Two-thirds of the raw material requirements will have to be met by production provided by 4.5 million small woodland owners and coming from nearly 400 million acres of woodlands—the most poorly managed timber in the United States.

One of Extension's prime objectives in forestry will be the providing of information on natural resource management and use. Given this information, the nation's owners of field and forest can manage nature's resources to better serve our needs now and in the future and make decisions beneficial to their own welfare and the national interest.

Extension's plans should call for expanded educational work on all-purpose, "multiple use" forests. Pressures for more ways to simultaneously use forest lands for grazing, recreation, and timber production will increase.

Extension's expanding "forest esthetics" educational program (with loggers and landowners) as well as its forest management program, will be designed to bring about (1) increased wood production from small woodlands cut more carefully and esthetically, (2) better water control, (3) a higher degree of outdoor beautification, and (4) additional multiple-use income. Extension must help small woodland owners increase both their incomes and contributions to the national needs for forest products. These educational efforts will be closely coordinated with the technical services provided by other USDA agencies.

The Joint Study Committee recommends that the total manpower input in Extension forestry be increased about 25%; however, it recommends that there be substantial reallocation of manpower within the forestry field. Significant reductions in efforts on timber production technology and primary forest products marketing programs should be balanced by equally greater program allocations for multiple-use work on small woodlands and on forest product marketing and utilization.

Table 7 summarizes shifts in program emphasis that are expected in Extension programs for forest production and marketing from 1966 to 1975.

Some details on these four programs are as follows:

Timber Production Technology. Includes information on ways to increase growth rate per acre and to reduce the average $1 billion annual loss from fire, insects, and disease. This information from Extension should receive less comparative

Table 7

A Summary of the Projected Changes in Extension Program Emphasis, Expressed in Percent of Time Allocated to Each Activity Contributing to the Forest Production and Marketing Program
1966 to 1975

Activity	*Percent of Time*	
	1966	*1975*
Timber production technology	57	43
Primary forest products marketing	19	13
Multiple use of small woodlands	10	24
Forest products marketing and utilization	14	20
Total	100%	100%

The above projections are based upon a projected increase of about 25% in all Extension forestry programs by 1975.

emphasis as the nation's small woodland owners become accustomed to using the services provided by the technicians of the State Forest Services. The Cooperative Forest Management Program,[22] in effect since 1950, should reduce Extension's responsibility for programs on timber technology.

Marketing Primary Forest Products. These programs help forest landowners measure and sell primary forest products and determine market potentials for special forest products. This area will require less Extension effort in the future.

Multiple-use of Small Woodlands. Multiple-use forestry is a must if small woodland owners are to profit from their investments. Additional uses must be explored by owners to supplement timber sales. Present tax structures and other costs are reducing net profits from timber sales to levels considerably below those available from other investments. Multiple-use timberland management by owners can contribute to continuing the family ownership of farmlands and woodlands. Increased emphasis on multiple-use forestry is therefore considered one of the most important areas of forestry work for Extension in the coming decade. These Extension efforts should at least be doubled by 1975.

Forest Products Marketing and Utilization. This area should expand for two major reasons. First, assistance would help to sustain and expand small local industries with a resulting multiplier effect on the community economy. This expansion could be a vital factor in helping to reduce poverty. Second, would be the opportunity to help farm operators expand their markets and receive better prices for their farm timber. These programs will complement the service functions offered by the Cooperative Forest Management Program in forest products utilization and marketing by demonstrating to smaller operators the advantages of conducting efficient operations. The Cooperative Forest Management program is expected to receive increased emphasis from Extension throughout the coming decade.

Extension will continue assistance to the sawmill sector. This is a segment of the industry which is inefficient. Sawmill operators need help in improving efficiency and reducing costs of processing their forest products.

Soil and Water Conservation

A major national goal is development and conservation of our natural resources. This includes conservation and wise use of soil and water. It is imperative over the next decade that Extension programs continue to provide information which will encourage individual decisions which support the public as well as private welfare. Since soil and water conservation relates to agricultural programs, this phase of natural resources is included under agriculture.

The Joint Study Committee recommends a small increase in manpower devoted to soil and water conservation programs in the coming decade. It also recommends substantial increases in work with soil conservation, resource conservation and development districts, and similar local organizations, and decreases in programs on farm planning and watershed improvement on individual farms. Increased attention to land use planning and zoning is expected but this activity is included under natural resource programs or public affairs education in social and economic development. Specific projections for soil and water conservation which relate to agricultural production are shown in Table 8.

Extension work in soil and water conservation will use the conservation programs and technical services of other USDA agencies as much as possible, especially those of the Soil Conservation Service and Agricultural Stabilization and Conservation Service.

The broad objectives of Extension programs in soil and water conservation are:

- To help landowners understand soil and water conservation problems, their effect on agricultural production and the general economy, and the need for cooperative action to solve them.

- To help landowners understand the need for long-range planning for management and use of their soil and water resources and the economic alternatives available to them for developing these resources.

- To assist landowners in cooperative plan-

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[22] The Cooperative Forest Management Program was established by the CFM Act of 1940 for the purpose of improving the management of small privately owned woodlands and the operations of small processors of primary forest products. State Foresters in cooperation with the U.S. Forest Service provide technical assistance and advice to small woodland owners and processors of primary forest products.

Table 8

A Summary of the Projected Changes in Extension Program Emphasis, Expressed in Percent of Time Allocated to Each Activity Contributing to the Soil and Water Conservation Program

1966 to 1975

Activity	*Percent of Time*	
	1966	*1975*
Soil conservation, RDC and similar districts	23	40
Land use planning	37	25
Watershed improvement	30	25
Public awareness	10	10
Total	100%	100%

The above projections are based upon a projected increase of 6% in soil and water conservation programs by 1975.

ning for development of soil and water resources on a complete watershed basis.

- To help the general public understand soil and water problems and support programs directed at solving them.
- To help landowners develop nonfood producing businesses such as recreation enterprises which use natural resources through individual development.

Extension's agricultural programs in soil and water conservation will emphasize:

- Soil conservation, resource conservation, and other development districts.
- Land use planning.
- Watershed improvement.
- Public understanding of conservation programs.

Social and Economic Development

Extension programs in social and economic development touch upon at least five of our national goals: The democratic process, economic growth, education, living conditions, and the democratic economy. They also are related to current national problems of economic inequality, social inequality, crime, domestic peace, and problems of the American community.

Cooperative Extension has developed the capacity to assist in metropolitan areas. Its major thrust and capability, however, lie in the nonmetropolitan sections. The Joint Study Committee carefully considered the role of Extension from a geographic as well as a subject matter and clientele standpoint.

Cooperative Extension has a legitimate role in helping people solve problems, wherever they may live—on farms, in the village, in the open country, in the central city, or in the suburb.

The Committee recognizes that Extension now has greater involvement in rural areas than it has in the cities. However, community development programs in rural areas often must consider urban impact upon the smaller communities. Public affairs education usually includes total policy relationships which weigh influences of rural upon urban and vice versa. Uses of natural resources, including recreation and such environmental factors as air and water pollution, involve rural-urban interaction. This indicates that artificial geographic limitations upon Extension's work in social and economic development are unrealistic.

Extension's most significant activity in the central cities has developed in the areas of social and economic development and quality of living. Extension youth programs have succeeded in many large cities. Metropolitan home economics, public affairs, and other training programs also have been undertaken rather extensively in some states. These educational efforts indicate great promise for the future.

The Cooperative Extension Service must not disavow its existing responsibilities to and activity with the nonmetropolitan areas. But the Committee recommends that Extension evolve its future programs on a basis of public need rather than upon artificial geographic boundaries. While the Cooperative Extension Service will continue to build upon its strengths in rural areas, there should be an increasing commitment in urban areas in the years ahead.

In developing a position on Extension's responsibilities in metropolitan areas, the Committee examined the university related role of the Cooperative Extension Service as an off-campus educational activity.

It found that except for obvious fiscal limitations, Extension's ability to extend the modern land-grant university to the people is limited only by the breadth of the university and Extension willingness to function university-wide.

Extension is operating in a complex society today and must expect to function as only one of many public agencies, particularly in the cities. Even in rural areas, Cooperative Extension often makes its greatest contributions through joint efforts with other agencies. It

Table 9

Summary of Projected Changes in Extension Program Emphasis Expressed in Time Allocated to Each Major Activity Contributing to Social and Economic Development.
1966 to 1975

Program Area	*1966 Man Years*	*% Change 1975*	*1966 % of total effort*	*Projected % of total effort—1975*
Community Resource Development*	1,650	+180	70	47
Natural Resources	709	+ 93	30	14
	2,359	+154		
Low-income Farmers**	1,900	+100***	—	39
	4,259	+130%	100%	100%

*Includes community development, public affairs education and training of community decision makers, employees, and public officials.
**1966 program inputs included in agricultural production and services. Increases are assigned social and economic development for 1975.
***Percentage increase computed from current base of 1,900 in agriculture. In addition, 5,000 nonprofessional man years are recommended for assistance to low-income farmers.

has a great and sometimes overlooked capability to enhance interagency relationships and to encourage community use of services available from action agencies. This is an important function.

The recommendations in this report recognize Extension's developmental role in support of USDA programs and land-grant university goals. The broadened programs envisioned would also place Extension in a key role as a social and economic development agency for the land-grant universities.

Social and economic development programs include *community resource development, natural resources,* and additional *work with low-income farmers.* Committee recommendations for future emphasis in these program areas are outlined in Table 9.

Community Resource Development

A complaint today is that too many agencies are duplicating efforts on closely related problems. Extension can bring cohesiveness into many community development programs through its role in educational and organizational leadership. It can help people obtain the right kind of planning, financing, and technical aid from other agencies. An important future role may be to assist various ethnic or economic groups in developing working relationships with community service agencies.

Another role for Extension is in providing in-service training for public employees and decision makers. Many elective or appointive officials come to office with only the most meager knowledge of the decision making process, the social action process, and related knowledge in public administration. As Extension becomes more university wide in concept it will acquire more capability to provide training for such officials and for the employees of local governments. This mission is not a responsibility of the USDA. Extension will be involved to the extent that it can muster the university backstop for such training programs.

The universities have been experimenting with various organizational frameworks for more effectiveness in community development. This is one reason some land-grant universities have combined their extension services.

Regardless of the organizational structure, community development needs three types of personnel: (1) A generalist resident in the local community, (2) state Extension specialists at the university, and (3) part-time consultative help from specific disciplines.

The generalist in community and institutional development who is a resident can relate to the people of the community on a continuing basis. In effect, he should be to the community what the traditional county agent has been to farmers. This generalist must be backstopped by experts at the university, just as county agents are backstopped by specialists. He also needs to be able to call on resource people from practically every university discipline. Expertise from some disciplines may be needed only half a dozen times a year, but it may be crucial at those times. The consultant or part-time specialist can meet demands of this nature. Expanded resources will be required if Extension fully meets public needs in community resource development.

The Joint Study Committee recommends a major expansion in program resources for community resource development education. An expansion to nearly three times the present manpower levels is projected.

Greater expansion will be needed at the state level than locally, since the primary need will be for specialists trained in community development processes. These specialists will conduct the professional training at the local level. But staffing of generalists in community development assignments must be provided for at the local or area office if specialized assistance is to be meaningful.

Public Affairs Education

There also is need for substantial expansion in Extension's public affairs education programs.

Public affairs education is concerned with educating all citizens. Modern communications systems, coupled with the field staff resources of the Cooperative Extension Service, make it possible for a relatively small number of specialists to reach a large portion of the total population with educational programs. Therefore, the manpower increases in public affairs education concerned with group decisions should be achieved primarily by increasing the number of specialists. **The Committee recommends about a 50% increase in county and area staff and a tripling of the state specialist staff for public affairs education programs—an increase of approximately 100% in public affairs education.**

Natural Resources

It has been customary to consider Extension's natural resources programs as principally related to soil, water, and forest conservation. Only in recent years has the full magnitude and complexity of the natural resources problem become apparent.

We live in a nation which has drawn much of its greatness from its natural resources. It is imperative that sound and acceptable plans be made now to conserve them. Emotions run strong and opinions vary. Viewpoints differ from local to state to national levels. Educational programs based on fact are mandatory.

In the past few years, Extension agents have been involved in litigation regarding pollution of underground water—and land—by a U. S. arsenal; in disputes regarding loss of crop production and real estate value from waste products of industrial firms; in arguments over allocation of river water between states as well as between agricultural and industrial users; in disputes concerning effects of the pumping of underground water upon surface water rights; on effects of air pollution on urban vegetation; and in multiple versus single use philosophies of our public as well as private lands. Extension must assist individuals and community leaders in planning for the best long term uses of natural resources including the land itself. Zoning, reallocation of land use, and related factors must be given increased attention by Extension in the years ahead.

No agency has a more appropriate background, more extensive access to knowledge, or more legitimate reason for concern than Extension. It must now carefully review its responsibilities to the nation to conduct thoughtful and intensive educational programs on the proper use and conservation of our natural resources and the development of public policies which will direct those uses. Here Extension has an opportunity to guide the evolution of future policies in this field.

The Committee recommends that the Cooperative Extension Service staff for natural resources education programs be expanded by about 100% by 1975, along with expanded administrative and training support. It is suggested that at least one-third of the new positions be specialized assignments, with at least two-thirds of these at the county or area level.

The Committee further recommends that Extension provide full factual information regarding causes of problems such as stream or air pollution, source and impact of careless waste disposal, and implications arising from competing use patterns, and enter the controversial arena of public concern by stating and clarifying natural resources issues for the public.

This recommendation does not imply departure from Extension's educational role. In the natural resource arena, facts are needed to offset emotion in establishing public policy. Extension should be prepared to lead the development of public opinion by providing relevant, accurate facts, even if it must take a position by doing so.

Low-Income Agriculture

The 2.4 million farm families with gross annual incomes of less than $10,000 represent a substantial fallout of families from American life. Increased effort for these people is necessary if the Cooperative Extension Service is to contribute significantly to accelerating the economic and social development of rural areas and improve the quality of life of these families.

Extension must work toward developing the capacity of these farmers to exploit income opportunities available to them. While the increases in net income for these families will be relatively modest, a broad scale educational effort that reaches a substantial portion of these low-income farmers can have an impact upon the economy of rural areas primarily by reducing or minimizing a highly negative economic and social factor.

An expansion of Extension work with low-income farmers is included under economic and social development because most of this work must involve groups and environmental factors which do not relate to agricultural production.

This target group may need:

- Basic adult education, including, sometimes, instruction in reading and writing.
- Information on results of research, specific recommendations, and encouragement.
- Consultation to help them relate facts to their problems; help on how to take action as groups.
- Instruction in principles of physical, biological, and social sciences.

Cooperative Extension has always worked with farmers. It knows how to reach them and has been effective with many. Although Extension cannot supply all the requirements, its personnel can be alert to needs and encourage low-income farm families to obtain assistance. Basic adult education, for instance, can and should be handled by the public schools, but Extension workers can help identify those who need this education and help motivate them to take part in such programs.

Income alternatives should be explored. Extension staff will need to work with the Employment Service and other manpower agencies to compare realistically nonfarm employment potential with on-farm possibilities for these people.

Personnel working with this special category of farmers will need training in understanding low-income farmers, how to reach them, and how to be effective with them. They will require more than an average background in social sciences and communications. They must take the initiative in contacting poor people. Individual counseling will be a major thrust. There will be follow through to encourage these families and help them achieve goals which they establish. This is important because many of the low-income farmers are frustrated from continued lack of success.

Farmers who need services such as credit or additional basic education must actually be put in contact with those who can deliver the services. Linkage will be established with other programs directed to poor people and every effort made to direct a package of services to the individuals. The possible role of cooperatives should be explored and explained to the farmers and the cooperatives.

These farmers will require leadership development, help in getting organized, and in carrying out responsibilities as participating members of society.

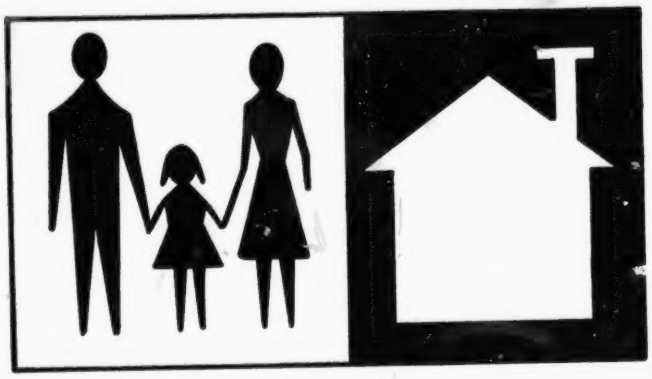
The Joint Study Committee estimates that one agent, assisted by three subprofessionals and backed up by one specialist for six agents could work with 500 low-income farmers over a period of years. Using the estimate of 1.7 million low-income farmers falling below poverty levels, this would require a total staff of 3,360 agents, 560 specialists, and 10,080 subprofessionals plus about 200 additional supervisory and training personnel if all low-income farmers were helped simultaneously. Numbers of low-income farmers have been declining. The Committee believes that a doubling of current efforts would be a more reasonable goal than expansion to mount a full scale program for 1.7 million low-income farmers. A doubling of the existing professional staff of 1,900 should be accompanied by addition of 5,000 subprofessional assistants.

If the role of Cooperative Extension Service, as visualized by the President's Commission on Rural Poverty—and endorsed by the Joint Study Committee—is to be effectively performed, resource expansion must be provided.

Effective work with low-income farmers will require attention to disadvantaged including various ethnic groups such as Negroes, Mexican-Americans, American Indians, migrant workers, and part-time workers. These people must be assisted in helping themselves. They also need help and encouragement in developing their own leadership in order that they may constructively interact with society.

The Joint Study Committee recommends an increase of resources for work with low-income farmers of 100%, these efforts to be concentrated upon the nonagricultural factors affecting the welfare, vocational opportunity, and personal development of the target group.

In summary, the Joint Study Committee recommends the following increases in social and economic development: Program activity in community and resource development should be tripled; natural resources programs should be doubled; and work with low-income farmers should be doubled by 1975. (Table 9, page 54)



Quality of Living

The Nature of Extension's Quality of Living Programs

From the first, Cooperative Extension was concerned with the welfare of the family. Initially, this concern was expressed in rural areas. Now that there are no longer boundary lines between "rural" and "urban," the Extension function is called upon to serve families regardless of place of residence. The priority problems of communities, of crime, of civil disorders, of inequality of opportunity, of youth, all relate directly or indirectly to quality of living programs as visualized in this report.

Today the United States is a society of abundance capable of providing every citizen with an adequate level of living and a rich program of educational, cultural, and recreational experiences. Most share this abundance, yet our society is faced with a myriad of social ills. Old patterns are shattered and new ones have yet to emerge. The problems of the cities are visible in deteriorating neighborhoods, large concentrations of untrained people, unemployment, high crime rates, school dropouts, polluted air, and traffic congestion. The alienated, in frustration and sometimes in anger, seek entry into the mainstream of American life. Rural areas are plagued with poor educational and health services, out-migration of young people, loss of community leaders, and scarcity of jobs. The rural poor migrate to the city only to find themselves facing new and unfamiliar difficulties.

In our affluent society, programs to improve the quality of life for human beings must relate to all elements in society. We have an obligation to move purposefully toward the realization of our historic promise of equal opportunity for all. Each individual is entitled to the material necessities of living, to human dignity, and to personal fulfillment.

In addition to our ability to provide an adequate level of living, we have knowledge in the social sciences that can make it possible to design social patterns and experiences which could open the doors to opportunity for all citizens.

Quality of living encompasses the sum total of all the experiences of the individual. It has material aspects, since all people have primary physical needs for food, clothing, housing, and a measure of security. But it is social and psychological as well. Social and psychological growth is greatest in an environment where physical needs have been met and there are rich and varied opportunities for learning.

The ultimate measure of quality of living is the kind of human being produced. The calibre of the person determines the character of society and of future generations.

Some Elements of Optimum Growth and Development

The individual's earliest environment sets his developmental patterns. The nature of environmental influences will largely determine the individual's personal opportunity, his contribution, his sense of self-worth, and his personal fulfillment.

Human development begins at birth and must be nurtured throughout life. To insure optimum growth and development, the individual needs:

- The necessary physical conditions to permit social and psychological development.

- Experiences that will enable him to find meaning and purpose in life; to understand, accept, and respect his role in the family and in the community; to develop satisfying interpersonal relationships, so he can contribute to the well-being of others.

- To develop the ability to exert control over his own destiny through a sense of responsibility, to develop leadership potential, and to improve his ability to work with others and to relate to them.

- Experiences that will enhance his ability to use leisure.

- To develop creative abilities and appreciation of creative work of others.

- Experiences that will enable him to recognize the value and dignity of work, to explore careers, to learn skills which provide opportunities for employment, advancement, and satisfaction.

- Awareness of opportunities to participate in, to use, and develop community resources.

Major Influences on the Development of the Individual

Fundamental to the view he has of society is the social strata in with the individual exists. His initial experiences are governed by the position he occupies in the community. A sense of belonging to and participating in a respected social group affects individual attitudes toward self, community, and the nation. Groups alienated from community decision making by reason of race increasingly demand social acceptance and positions of equality promised in the U. S. Constitution. Rejection may repress the full development and participation in society. The major influences on development of the individual are:

The Family. The first five years of a child's life is the period of most rapid development of such characteristics as physical growth, general intelligence and verbal skills. In our society, the family is the major channel through which this learning begins to shape the development of the individual. Within this setting the child learns his culture, his value systems, his concept of love, his desire to achieve, his basic attitudes toward others, and his expectations about his future.

For most children, the family is the most pervasive influence for the first few years of life, and continues to influence growth and development in varying degrees until maturity. Throughout life, the family provides the major source for affectionate relationships, emotional support and the context for the consumption of goods and services. It is the major setting in which "quality of living," is experienced.

The Peer Group. As the child's contacts extend beyond the family, the informal association with neighbors and friends becomes an important source of new learning experiences. These add to his concept of self; influence his attitudes toward work, education, and leisure; and affect his definition of responsibility and his expectations of others.

Education. In a technologically developed society, informal as well as formal education is essential in order for the individual to adequately assume his adult roles. The quality and continuity of education received determines the access which the individual will have to the abundance of society.

Economic Structure and Job Opportunity. In American society, social status is related to occupation. For the male, occupation is a crucial status symbol. The level of living of the family is dependent upon the kind of job the wage earner is able to obtain. Increasingly, jobs in a technologically developed economy are available to those who have the skills appropriate to the requirements of the position. Rapid changes require a system of continuing education designed to keep individuals employable and advancing. The unskilled are shut out of the economic system and hence denied the opportunity to acquire a quality life.

The Political System. Inherent in our democratic form of government is the opportunity for each citizen to participate and to make his influence felt. A democratic government functions only as long as people understand how it works at all levels, have the right to participate in decision making, and feel they have access to those in positions of power.

Focus of Concern

Quality of living of a society encompasses all elements of organizational structure. None is more pervasive, however, than the individual and family as they function within the total society. One of the great strengths of Cooperative Extension lies in its historic concern for the American family as a social and economic unit. Unfortunately, limited staffing has led to a concentration of work with families who have been most accessible and most responsive. These families today are in the middle or upper-income levels. *The highest priority concerns of America today are focused upon the isolated, less advantaged, and under-utilized people in society. Extension must give increased attention to these people.*

Although most people in our society share its abundance, feel a part of the system, and share experiences which encourage their growth and development, some groups are not privileged to participate in full measure.

One of the bitter realities of our society is the alienation of large numbers of people because of their race or national origin. Many of these —such as American Indians, Negroes, Mexican-Americans, Puerto Ricans—have never been in the mainstream of American life. By and large they have remained socially and economically isolated from the American society.

They lack basic education, manual skills, and ability to communicate with other individuals and groups. They often exist in deteriorating neighborhoods, in poor housing, and in an unhealthy environment of crime and filth. They lack local organizations, group skills, and relationships to the larger community through which to instigate constructive social action. They are confronted with discriminatory treatment in commercial trade and in the availability of public services. Their human rights are ignored by archaic welfare practices. They are denied access and mobility on the economic ladder.

In city ghetto or rural slum, people born into a poor environment develop into poor human beings. Segregated socially, psychologically, and physically, these groups suffer severe damage which prevents their escape from poverty. Fears, suspicions, superstitions, and feelings of inadequacy, reinforced by the reaction of others to them, help solidify their subordinate status. They remain out of touch, without hope, growing in hostility. The waste of society's most precious resource—human talents—has exploded into society's greatest problem, crime and violence.

The disadvantaged and alienated cannot be expected to be familiar with or even favor the strategies for becoming part of the mainstream. Helping them is a long, hard process that requires much empathy and skill on the part of professional workers and a great deal of persistent, patient effort.

Basic to all such effort must be changes of attitudes in the larger community and adjustments of policies and procedures in institutions and helping services. None of this comes easily.

The problem is big in size because it includes millions of people. It is big in scope because of the causal factors involved and the treatment required. The problem is big geographically because it is found in all parts of the nation, in rural areas as well as urban. And it is big emotionally.

Programs of the Cooperative Extension Service, especially those of quality of living and social and economic development, can help these people. First, ethnic barriers must be removed. Then opportunities for participation, development of self-respect, self-determination, and leadership must be created. These will often require innovative and unconventional procedures and programs. Most of all they must be carried out without paternalism and with full participation of the groups concerned in plans and conduct of the effort. Extension's orientation is such that it can and should contribute significantly toward solution of these problems.

Although the Extension Service has conducted programs for Negroes and American Indians for many years, the urgent concerns and problems of all the ethnically alienated demand even greater efforts than in the past. Problems of the American Indian are compounded by lack of motivation and tribal and geographic isolation. The Mexican-Americans are troubled by economic isolation and language barriers. Foreign language minorities in states from Maine to Hawaii need special efforts to bring them into America's economic and social mainstream.

Financing Extension programs to aid the disadvantaged is a problem in many of the counties of the Southwest which have a high percentage of Mexican Americans. Per capita income is low and formula distribution of funds for Extension work does not provide adequate staffing to meet the needs since the formula has no relationship to the number of disadvantaged per state. Many of the counties of the southern states also suffer from low per capita incomes and are less able to provide local funds than is the case in highly industrialized areas or in sections with high agricultural income.

To meet the needs of these people, the Committee recommends that the Cooperative Extension Service:

1. **Provide employment opportunities for all persons regardless of race, religion, sex, or nationality whether they are employed in local, state, or federal units of the service.**

2. **Fully commit their staffs to work on the problems of the disadvantaged by:**

- **Carrying out positive programs of extending Cooperative Extension services to all.**

- **Increasing staff development dedicated to help the disadvantaged through specific assignment of staff responsibilities, more staff training, and additional staff members.**

- **Making work on the problems of the alienated and the disadvantaged a part of the total program of Extension Service through regular program planning processes locally, statewide, and nationally.**

- **Developing and conducting special programs for the advancement of ethnically alienated persons, including the development of leadership and participation opportunities for them.**

- **Expand efforts with the general public to bring about changes of attitude in the larger community. This should be incorporated in all programs but particularly in those programs involving education in public affairs.**

In view of the magnitude of the problems and the high time requirements in winning the confidence of the disadvantaged and the alienated, the Committee recommends that:

1. **The federal government provide additional funds to Cooperative Extension Service for work with the disadvantaged and the alienated ethnic groups by grants to states which have significant numbers of minority groups.**

2. **The Extension Service employ subprofessional aides from the target population** thus providing both employment opportunities and more effective access.

Cooperative Extension cannot concentrate its entire effort toward serving the disadvantaged. It does, however, hold a responsibility to them. Effective work will require a specific orientation, empathy, and effort and this should be built into the total Extension plan of work.

The Goals of Quality of Living Programs

The primary goal of Extension's quality of living programs is the optimum development of the individual. In his hands rests the power to conserve, enrich, and extend all of society's resources. These programs must be directed toward both material and nonmaterial aspects of development. The achievement of optimum physical development of individuals by providing for a material level of living forms the base from which social and psychological improvements can be made.

The Committee recommends that the future objectives of quality of living programs should call for Extension to: (1) Enhance the quality of individual and family decisions and provide the skills needed to carry out the decisions; (2) increase the ability of individuals to interact effectively with others; (3) assist the individual to acquire the ability to utilize community services and to participate in the development of community services; and (4) enhance the social, physical, and economic mobility of the individual.

Programs to Enhance the Quality of Decisions

Consumer Competence. The contribution made to quality of living by consumer goods and services is related to (1) the availability of resources to provide for the needs of individuals and families, (2) the effectiveness of the management of those resources by the individual, and (3) the skills to implement the decisions made.

In a sophisticated economy people need assistance to increase skill in choosing among the abundance of the goods and services available; to assess the sophisticated merchandizing methods in choosing goods and services which contribute to human satisfaction and wellbeing; to use credit wisely so that they can make better use of their limited resources; and to avoid excessive debt from installment loans and similar credit programs.

Use of Leisure. The shift of work from people to machines will continue to increase discretionary time available to individuals in which to choose among such opportunities as: continuing education; second jobs; volunteering; political activities; cultural interests of art, music, and drama; sports; travel; or indolence. Learning objectives would be related to assessing the effect of the choice on the quality of life and on the contribution it would make to the community.

Career Choice and Development. Rapidly changing technology, increased specialization, and quick obsolescence of knowledge, make career planning difficult. Individuals are faced with the possibility of six to eight different occupations during a lifetime. Continuing education is needed to maintain job competence. Educational level and career opportunity are directly related and are the determinants of the resources available for living.

Programs to Increase Ability to Interact Effectively with Others

Society is facing a crisis in social relations. Distrust, fear, and disaffection impede the communication processes essential to solving the problems of poverty, racism, and intercultural relations. People learn how to relate to others first within the family. Development of interpersonal competence is a life-long learning process which must be given new emphasis in a context of the present society.

Family Life Education. The objectives are: to enhance an understanding of the functions of the family and its relation to the community; to contribute to the family's ability to promote the development of children; to understand the manner in which attitudes, values, and patterns of behavior are formed; to appreciate the way in which the husband and wife relationship can provide for mutual support; and to know about family planning.

Personal Identity and Self-worth. The goals are to increase the understanding of one's self as a man or a woman in a society with rapidly changing social roles and to learn to communicate with and be empathetic toward others.

Intercultural Relations. The objectives are: to increase the understanding of different cultures; to develop a recognition of the interdependence among peoples and nations; and to facilitate effective participation among a wide range of cultural patterns.

Programs to Enhance the Ability to Effectively Utilize and Influence Community Services

The specialization of institutions places the individual and family in an interdependent relationship to the total community. No one agency provides all the goods and services required for living. The goals are to increase individual knowledge of sources of assistance; to use effectively the variety of resources available; to integrate personal and family resources into community services needed; to acquire effective techniques; and to develop concerted group action.

Citizen Participation. The goals are: to assist in the evaluation of community services such as housing, educational resources, child care facilities, and job opportunities; and to increase the understanding of racial discrimination, social and economic deprivation, and techniques of self-government.

Leadership Development. The objectives are: to enhance opportunities for experience in leadership roles; to increase the talent available for the solution of community problems; and to encourage participation in volunteer activities aimed at crucial community problems as a means for developing skills.

Programs to Enhance Social, Economic, and Geographic Mobility

Our society is characterized by an open social system which theoretically allows those who are motivated to be upwardly mobile. The most effective ladder is education. As specialization increases the educational requirements for high status positions, individuals with inferior learning opportunities experience a significant decrease in their chance for upward mobility. Many of the problems of rural poverty and in the urban ghettos stem from unequal opportunities for mobility.

Assessment of Opportunities. The goals are: to provide information needed to analyze available alternatives in terms of jobs, living conditions and the costs involved, and to improve the individual's capacity to earn or to live in various settings.

Job Preparation. The objectives are: to develop constructive attitudes toward work; to acquire social skills needed to accept supervision and routinization; and to develop the basic skills required to apply for and hold a job.

Communication Skills. The objective is to develop appropriate speech patterns, basic writing skills, vocabulary, and sensitivity to others.

Priority Clientele

Limited resources call for careful assessment of priorities. Today the key groups in desperate need of service from Extension's quality of living programs are the disadvantaged and the young married.

The Disadvantaged, the Alienated. Their present way of life is furthest removed from the norm of society. They are the chief source of crime and violence which disrupts all of society. The roots of unrest are inherent in the minority groups; the one-parent households; the young in the urban ghettos and rural slums; the unemployed; and out of school or potential school dropouts. These people know they are outside the mainstream of life. Their demands for equal participation in a quality life are loud and insistent. They must be brought into American society to prevent violence which will destroy the possibility of a quality life for all.

The Young Married. Young people frequently enter marriage before their schooling is complete and almost totally without knowledge and skills necessary for the establishment and maintenance of a home and family. Because the first five years of a child's life are critical to its mental and emotional development, society must be concerned about the influence of young parents on future generations. It is particularly important that stable families be established so that the young can become contributing members of society.

The Joint Study Committee recommends that the priority groups for greatly increased attention in Extension's quality of living programs be the disadvantaged youth and adults in rural slums and urban ghettos, potential school dropouts, young families, and unemployed out-of-school young adults. To reach a significant number of these groups there must be a substantial reallocation of resources now being used to help middle- and upper-class Americans into programs designed specifically to help the disadvantaged. Extensive use of a variety of educational methods, employment of qualified professional staff, use of program aides to extend the expertise of the professionals, and use of local community leaders as paid or volunteer part-time instructors will be required. Programs to help the disadvantaged should be equally available to rural and urban residents.

Geographic Commitment

The magnitude of need in our cities makes it impossible for Extension to meet those requirements by internal resource reallocation. Additional resources for low-income efforts, particularly in the cities, should be sought from all possible sources. New cooperative relationships will be required.

Additional financing will be needed to measure results of program effectiveness, conduct pilot projects to test new methods, and make available to all states the results of pilot projects.

The Cooperative Extension Service must not limit its human development programs to members formally enrolled in either homemaker or 4-H clubs.

The multitude of agencies and organizations working on various aspects of quality of living dictates interaction and coordinated effort.

The Cooperative Extension Service should fill a significant role in informal education related to human development. This is consistent with its history and appropriate to the goals of the nation.

The Extension directors carry an obligation to articulate and develop strong, relevant programs in quality of living. They cannot do this job alone. The USDA and the land-grant universities must soon decide for whom and what portion of the quality of living programs they will support over the long term. They must be willing to help procure resources and develop administrative relationships to expand future programs suited to the roles seen by the universities and the federal government. Congress and state legislatures must also decide whether they will provide major support to the educational aspects of those public efforts designed to keep a maximum percentage of our population in the mainstream of society. The rural commitment has a long historic precedent. Major programing in urban areas cannot be expected unless additional funds become available for this purpose.

Nothing in the legislative history of Cooperative Extension supports the concept that the Extension home economist or youth agent is limited by geography to certain territorial boundaries.

There is no great difference in the job of the home economist or the youth worker in town, country, or city. Methods may vary, but education principles do not.

The Committee does not believe that metropolitan residents logically can or philosophically should be denied the services of Cooperative Extension which are related to quality of living programs. Extension must examine where the most critical problems lie and apply its resources to youth and family problems wherever they may be found.

The Committee recommends that Cooperative Extension expand upon those disciplines and competencies appropriate to its university and its staffing structure and utilize services of other institutions and agencies for training activities that do not meet this criterion. The Cooperative Extension Service can—and must —play a significant role in providing educational programs for the family and for American youth, wherever they may live. It will be far less costly to expand Cooperative Extension Service than to create another urban agency to do what Extension has already proved it can do.

Staffing and Organization

Professional Competence

In addition to the competence and contribution already available through the home economics and 4-H youth programs, additional strength is needed in social and behavioral sciences. Specialists in subject matter fields such as sociology, psychology, health education, and educational media are required.

The home economics areas of human nutrition, family economics, clothing, housing, management, etc., must be projected within the context of the social and psychological factors crucial to the development of individuals. Depressed groups cannot be reached effectively or developed into participating citizens unless the knowledge from the behavioral sciences is applied simultaneously to teaching skills and facts related to family living.

4-H and other youth programs require an emphasis on motivational factors, educational and job counseling as well as the development of skill related projects.

In-service training for present staff, especially those assigned to low-income work, must help them make the transition from a middle class orientation.

The Committee recommends that the Cooperative Extension Service:

- **Hire personnel broadly trained in social and behavioral sciences to complement home economists in low-income programs.**

- **Conduct retraining programs to help staff assigned to low-income work make the transition from a middle-class orientation to a low-income-alienated group orientation.**

- **Increase training of professional staffs of other agencies.**

- **Assign professional personnel to work in Extension youth programs who are qualified in disciplines relevant to the education and motivation of youth.**

Development of New Personnel Resources

Nonprofessional Program Aides. Training of people drawn from the groups to be reached can extend the outreach ability of the professional staff and improve the access to alienated groups. This also can provide job opportunities for the deprived.

Volunteers. Increased training and use of volunteer leaders to work under the supervision of professional staff will be required.

Local Residents as Teachers. Increased use of local persons qualified to teach specific subjects can make programs more effective and more economical. These people would be used as needed and could be paid for their services.

Organizational Structure

Regional Organization. Area centers for field staff serving several counties or a metropolitan area could provide an administrative and physical arrangement for several counties. Such an arrangement would make it possible to have a broader range of professional background required for adequate staffing of quality of living programs.

University-wide Support. To achieve the objectives outlined, Extension will need to be organized at the university level to obtain use of needed competencies in many disciplines and at the field level to provide a staff adequate to design and implement an effective quality of living program. No one staffing pattern will be useful for every state, but it will be essential that Extension be able to draw on those university departments with competencies relevant to quality of living.

Specialists from a wide spectrum of disciplines are required to backstop quality of living programs. In the future, faculty members may commonly be assigned part time to Extension work as a means of keeping in touch with the problems in society, making education more relevant, and as a source of knowledge for those in the field.

Relation to Other Organizations. Cooperative Extension should develop new cooperative relationships with other agencies, especially in urban areas of the nation.

Program Expansion and Support

The Committee recommends that at the minimum, Cooperative Extension Service programs of youth and family education should be doubled by 1975 and that new cooperative relationships with other agencies be developed. Wherever possible, program effort should be oriented to provide maximum help to the alienated and disadvantaged clientele by reallocating some resources now being used to help middle— and upper-class clientele.

The magnitude of need in our cities makes it impossible for Extension to meet those requirements by internal resource reallocations alone. Additional resources for low-income efforts, particularly in the cities, should be sought from all possible sources.

The federal government must supply much of the added financing to accomplish this job. It is consistent with the goals of the USDA that expanded quality of living programs in nonmetropolitan areas be financed in large part through the USDA. It is reasonable to assume that expanded urban programs should be supported through new legislation, or through additional funding to Cooperative Extension Service under existing legislation by agencies other than the USDA. For example, urban quality of living programs funded by the Office of Economic Opportunity or Housing and Urban Development may be accepted by a state Extension Service and the added staff incorporated into the Extension field organization. They would thus become a part of the Cooperative Extension Service program as defined in this report. Other states may elect no such involvement. The recommendations in this report thus deal with possibilities which can effectively be employed outside as well as within traditional funding patterns.

Changes in Present Quality of Living Programs

Most quality of living programs are now conducted under the labels of home economics and 4-H work. Both 4-H and home economics work are strongly influenced by formal organizations of the 4-H Clubs and the Home Economics Councils. Both organizations have been effective; however, their assistance to Extension should not be rigid nor should it limit the scope or programs of Extension.

Historically, the 4-H Clubs have been the major vehicle through which Extension has served youth. While 4-H is still a major thrust, Extension is increasingly working with other organized youth groups and youth who are members of no formal organization.

Looking to the future, 4-H work should be continued and strengthened, but other approaches must also be used.

The approach of 4-H and home economics must be broadened even more beyond the traditional homemaker councils and 4-H Clubs. The current trend to work outside the "club" structure should be accelerated. Although organized 4-H Clubs and homemaker councils will remain important vehicles for reaching people, many new approaches must be developed to reach the alienated and disadvantaged.

Plans are needed to insure that the 4-H program reaches youngsters in all walks of life—rich and poor, black and white, rural and urban.

The present 4-H Club orientation and procedures under which members participate should be examined to design activities for maximum appeal and contribution to youngsters of diverse backgrounds.

Professionals in 4-H should devote their time to educational activities and enlist more volunteers to service the program. Delegation of responsibility sets the stage for effective use of the professional's talent and for developing skills in others.

The professional should move in the direction of a planner of educational programs. His role will increasingly be assessment of local needs, location of facilities, organization of groups, securing the services of competent teachers, and arranging for training of prospective teachers and leaders.

The Committee recommends that Cooperative Extension Service maintain the 4-H program as a youth development activity for youngsters from all walks of life and all economic levels. The program should become neither a poverty program nor a strictly middle-class activity.

There are no national rules and regulations dealing with 4-H Club work except the federal law governing use of the 4-H Club name and emblem. There are, however, rules relating to competition within the 4-H Club program at the state and national levels. These are imposed by the competitive arrangements. **The Committee recommends a national examination of present 4-H Club rules under which 4-H members compete, the objective aimed toward developing activities of maximum appeal and value to the greatest possible number of young people.**

The Committee also recommends that Cooperative Extension Service strive to have more of the organizational and operational aspects of 4-H handled by leaders and the private sector with Extension professionals increasing amount of time they spend in education rather than in service to the organization.

Private organizations are often a vehicle for helping achieve the educational objectives of Extension. An example is the homemaker or Extension clubs federated into county, state, and national organizations. While Extension should continue to relate to these particular groups, it should endeavor to build relationships with other groups. Work with organizations must be only one approach, however, particularly if the proposed emphasis on the disadvantaged is to be successful.

The present programs in 4-H and home economics are viewed by the Committee as basically concerned with human development. Any skill training engaged in is simply a means to a far more important end—the development of the individual. It is therefore consistent with this philosophy that both home economics and 4-H be placed in the same broad program category as this Committee looks to the future.

By whatever terminology the future home and family oriented programs are known, the Committee believes that a conscious and determined effort must be made by Extension administrators to consider sophisticated and broad approaches which cover a full range of disciplines. Only then will Extension's quality of living programs for families and individuals be fully relevant and reach the goals expressed in the basic philosophy and historic precedent of Cooperative Extension Service.

International Extension

Why a Program in International Extension?

The President's Commission on Food and Fiber calls for heavy orientation of United States help abroad on technical assistance for food production and population control, as opposed to food aid programs. It also states that very high priority must be given to research and education related to food supply and nutrition of developing countries.

The President's Science Advisory Committee has recommended that the main goal for improving the world food supply must be improved crop yields in developing countries.

The Division of Agriculture of the National Association of State Universities and Land-Grant Colleges (NASULGC) has endorsed the commitment of the land-grant system in support of agricultural programs overseas. Many of the land-grant institutions have acknowledged this commitment by establishing a separate office for international programs. The Association (NASULGC) has also established an International Programs Office in Washington, D. C.

The Secretary of Agriculture and the President of the United States have set guidelines to help solve the massive global problems of population and food supply. These include:

- Self-help by developing nations.
- Multilateral assistance by developed countries.
- Accelerated efforts by international organizations.
- More effective policies and programs by individual governments.
- Greater contributions by the private sector of the economy of developed nations.

None of these guidelines is more significant than the self-help principle. Extension cannot be carried out effectively by a nation disinterested in self-improvement. Underdeveloped nations must be encouraged to adapt and use knowledge if measurable impact is to be made on world food production capability and dietary levels. An effective, practical, proven Extension educational effort must at first concentrate heavily upon agricultural production, human nutrition, and youth development.

Cooperative Extension's capabilities are based upon a philosophy of using new information in a practical way. It emphasizes involvement of local people in program planning with sufficient continuity to provide for different needs in the various counties and states of the nation.

The United States experience base has been broadened in recent years by participation of significant numbers of professional Extension workers in agricultural development programs overseas and by many Extension type assignments among AID direct hire staff overseas.

The Extension function has been for more than half a century a basic part of U. S. domestic agricultural development. Extension education is a critical input if technology is to be put into use on an accelerated scale overseas. But the Extension function in its proper relationship to formal education and research has not been fully exploited nor planned for in past foreign programs. Within the USDA there appears relatively little recognition of the Extension function in international agricultural development programs or proposals except as a recruiting agency. Until this viewpoint is expanded to consider realistically the tremendous potential of Extension, there is little likelihood of making the most of U. S. development efforts abroad.

A basic trouble with foreign agricultural programs has been their lack of continuity and adaptability to urgent problems in the places where U. S. assistance has been attempted. The Federal Extension Service, in cooperation with the states, must lead in developing an organizational system flexible enough to serve the varied needs of many cultures, ecological zones, and social environments.

The Joint Study Committee believes that *extension work should have greater emphasis in future programs of foreign agricultural development. To be most effective, such programs must be long range, be evolved with strong influence from the USDA and the land-grant institutions, and be part of a total "system" for technical assistance rather than separate piecemeal or isolated activities. University or agency programs must include the extension function as an important part, not only in field program activities but in planning and evaluation.*

Extension has been involved in many foreign agricultural development contracts but most have been as part of projects to develop colleges of agriculture. This is not always the most effective because in many nations the extension organization has no formal ties with research or teaching. In these countries, special attention must be given to the extension function as an organic part of a Ministry of Agriculture.

Assumptions

The Committee, in reviewing international programs, assumes that the U. S. will make and sustain a major commitment to foreign agricultural development and will provide adequate federal funding. The current U. S. difficulties related to national debt and balance of payments are recognized. These should not be allowed to cloud the long range perspective.

Other assumptions:

- The land-grant system and the USDA will take on increasingly important responsibilities in foreign agricultural development.

- Fully successful programs of technical agricultural assistance in underdeveloped nations require inclusion of the Extension function as well as research and formal academic instruction, with coordinated planning and action among them. The nation must support agriculture through policies that support credit, inputs, etc.

- Cooperative Extension is committed to support international agricultural development programs. The organization and resources to implement this commitment are primarily a national responsibility, but foreign agricultural development programs will be strengthened by greater involvement of states in planning and program development.

- Extension programs overseas should be undertaken only in nations willing to commit effort and their own resources in reasonable and mutually agreed upon amounts. This should include policies which support agriculture and allow Extension assistance to have a practical impact upon the individual.

Priorities

The priorities for deployment of Extension staff members must consider the quantity of staff, administration of resources available, the training and experience of staff, the subject matter needs of the host country, and the geographic areas of the world where Extension capabilities can have greatest impact.

The very size and complexity of the world food problem dictate that Extension concentrate on improving the capability of recipient country Extension personnel in the following priority areas:

- Production of food and fiber and the development of adequate marketing and distribution systems in the agricultural sector. Efforts should be designed to maximize the indigenous food supply, develop cash markets, and construct a strong agricultural economy.

- Youth and home economics programs for rural families.

- Community development processes as they relate to the above programs.

These areas should have priority in the order listed if it is not feasible to concentrate on all three at once. There is a direct complementarity between home economics and youth programs and those in agricultural production and marketing. Production and marketing must have highest priority, but isolated from rural family programs will result in less than optimal progress.

Population control is a corollary requirement. Extension foreign work must recognize this and develop strategies to embody such education, especially in home economics programs.

The nature of rural families and the critical influence of the wife and mother in production, marketing, and management, as well as in human health, nutrition, and family living, dictate that home economics programs be considered as basic along with those of agricultural technology.

Youth programs in agriculture and home economics should be included to stimulate adult programs and enhance development of young people. These programs should focus first on agricultural production and human nutrition. Enhancing farming and agricultural professions as careers would have considerable long-range benefit.

Long-range programs of social, economic, and community development are important, but vital food production and nutrition need priority over these broader goals.

Priorities among the developing nations should be established to make the most immediate impact and most effective use of the limited professional manpower available from the U. S. This is particularly true of new or added programs. Political as well as technological commitment in a "self-help" context by recipient nations should be considered. The first emphasis from a geographic standpoint should be placed in those nations in which program response can be expected to have the greatest global impact in the years immediately ahead.

Overseas Field Programing

The Cooperative Extension Service overseas field component will probably require both specialists and field agents in agriculture, home economics, and youth. Their job will be to train host country Extension personnel in the methods and practices of Extension education for work with rural families.

The primary goal of Extension assistance abroad should be to develop in the shortest reasonable time a competent and effective Extension staff and organization in each recipient nation.

Although U. S. technicians may be expected to work directly at the farm level, the primary clientele should be counterpart staff in the extension services of other nations, or foreign nationals assigned to the U. S. for specal training. Assistance should be through Colleges of Agriculture, Ministries or Departments of Agriculture, Ministries of Education, Ministries of Rural Development, or combinations thereof depending upon the local organization.

The staff assigned should be large enough and with varied talents to provide the expertise needed in a coordinated program. There must be enough adaptive research "back-up" to give field staff a continuing flow of information and material. In addition, formalized U. S. research support should be provided.

This "back-up" need requires a concentrated geographic area. A particular area might be selected in a large country or several smaller contiguous countries to serve as an area of concentration. Such selection of locale is necessary to avoid dissipating scarce resources. The Cooperative Extension Service cannot do the entire job or even a major portion of the task on a concentrated basis globally, but what is done must be done well over a relatively long time span if it is to have lasting impact. From a practical standpoint, it is recognized that at least minimal efforts will be required in presently assisted nations.

Extension education programs in developing students could teach Extension methods, and foreign nationals enrolled as students could teach the culture and philosophy of their native regions.

- The continuing interaction of U. S. and foreign nationals in a student-to-student relationship would prove mutually helpful in gaining insights into methods of developing and conducting international Extension programs.

- The proposed centers could provide field experience for foreign trainees in contact with U. S. Extension personnel. This would systematize field training programs. Specific staffing and budgets should compensate participating extension services.

Recommendations for the Future

Administrative organization of the Extension overseas function will depend upon the nature of programs and the method of financing. It is unlikely that existing commitments will be completely altered in a short time. AID direct hire, Participating Agency Service Agreements, and university contracts will continue. Modifications are most likely to take place concurrently with the continuation of many existing contracts and administrative arrangements.

This Committee recommends that strenuous efforts be made to evolve long-range program strategy for the U. S. overseas agricultural development programs to include a formally planned, specifically financed and federally supported Extension component and to define the nature of relationships under which such long term programs will function. AID and/or the USDA should identify the role and responsibilities of the land-grant institutions and state extension services. A continuing coordinating agency for International Agricultural Development should be established in the Department of Agriculture with active participation and involvement from the land-grant universities.

The Extension function must be a viable part of any foreign agricultural development program sponsored by the United States. In overseas field programs, the Extension function should be provided for by specific budgets, staff, and organizational recognition, particularly in those nations where the ministries rather than the universities administer agricultural extension.

Major initial emphasis should concentrate on increased food production, input supply systems, product marketing, and programs of human nutrition, family living, and rural youth. Progress in these areas is basic to broader social, economic, and community goals.

Geographic priorities should be selected and emphasis given to countries whose self-help philosophy, political characteristics, and national potential indicate that greatest effectiveness can be obtained. An effective Extension program cannot be mounted on a global scale. Careful selection of a few nations for concentrated efforts will give best results.

Extension efforts in foreign agriculture should include a field program as well as a formal training program. Field programs should provide for sufficient staffing to work at the local level on a long term program basis with appropriate specialist backstopping in technical subject matter and organized administrative and logistic support.

Efforts should be made to develop Cooperative Extension field support overseas for approved agricultural development activities sponsored by private industry.

One or more International Extension Training Centers should be established at one or more land-grant universities to train U. S. technicians for overseas Extension work and foreign Extension workers in Extension methods and concepts.

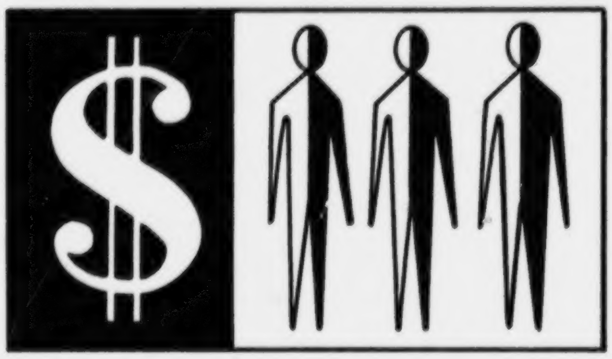
Counterparts of the kinds of institutions used for U. S. agricultural development should be set up in overseas programs as part of a systematized activity.

Manpower Requirements

In view of the current and future domestic requirements, it is obvious that the United States does not now have sufficient manpower to do a comprehensive Extension program on a global basis.

The magnitude of Extension's overseas commitment will be influenced by (1) scope of the U. S. commitment, (2) requests from other countries, (3) degree to which Cooperative Extension Service is involved, and (4) professional U. S. manpower available. Manpower projections, in the absence of a definitive U. S. commitment, are impossible and have not been estimated by the Joint Study Committee.

Professional manpower could be augmented by using experienced U. S. farmers as nonprofessional assistants in the field.



Resources Needed

Types of Personnel Required

Cooperative Extension Service is organized to disseminate knowledge and encourage its practical application. Regardless of the personal dedication of its staff, Extension can be effective only to the degree to which it possesses or has access to knowledge. The significant expansion of programs with new and different audiences as recommended by the Joint Study Committee requires a new set of academic disciplines added to those traditional to Extension. The knowledge needed embraces most of the concerns of human beings and must come from all of the colleges in the university.

The kind of knowledge needed for agricultural programs is also changing with the continuing expansion of technology and changing economic and social structure. Law, business administration, engineering, and public health are among the disciplines that will contribute in the future.

Expansion internationally will also require new kinds of knowledge for Extension personnel such as languages, social sciences, and studies of political systems.

Universities have been experimenting with a variety of organizational structures in the field and on the campus. Some of the successful experiments include multi-county staffing, area specialization, and use of specialist teams.

Extension administration also is being centralized in many universities. Regardless of the organizational structure, an effective program delivery system will require a competent field staff, a wide variety of specialists at the university, and a fully competent administrative staff.

Area Programing

In projecting into the 1970's, it is apparent that one of the major organizational issues will be staffing at the local level. Patterns of staffing on other than a county basis will need to be seriously considered. With more knowledge calling for greater specialization, area programing may become a more practical approach than county programing. Local offices should be structured on a multi-county basis whenever such an arrangement offers a more efficient means for carrying out programs.

Field Staff

The field staff does not need the same level of specialization as the university staff, but they must have training and background in disciplines related to their assignment. They also must be able to relate to the audiences they serve. To be effective they need to know about the educational process, the social action process, and the use of communications media.

A traditional degree in technical agriculture or home economics is not necessarily relevant training for all field staff members today. In the future, Extension's field staff will be recruited with backgrounds in the social sciences, communications, and other sciences as well as in agriculture and home economics.

Continued training will help the staff adapt to the changing technical, economic, and social environment.

Personnel required for a dynamic Extension program for the future will include:

County or area staff members with a primary responsibility to (1) develop and maintain a favorable environment for continuing education and audience assembly, and (2) to assess educational needs and maintain continuing liaison with the local communities. This function requires a knowledge of people and the educational processes.

County and area specialists. Their assignments will be more specialized than those of the traditional county agent or home economist, less so than those of the state specialist staff and more oriented toward clientele groups than to specific academic disciplines.

Subprofessional aides to assist local staff in contacting hard-to-reach audiences, and to help organize, assemble, and teach those audiences. They will need professional supervision and assistance in subject matter.

University based specialists affiliated with subject matter departments, who are highly specialized within a discipline or a subdiscipline, will be required in increasing numbers.

Central Staff

Administrative, supervisory, and training personnel will be required in numbers appropriate to the size and complexity of programs conducted. Training in extension or adult education, administration, and related areas will become more important. Strong and innovative administrative leadership will be required. Supervisors and counselors will be needed. Training for several states can be utilized. Training involving specialists from several disciplines can enhance the specialist team approach. A particular requirement will be specialist training in educational methods and techniques. Federal Extension Service should consider using a part of its funds to defray travel or consultation costs for regional or national training programs.

Non-Extension Personnel

Voluntary lay leaders will continue to be a very important part of successful extension education programs.

Local advisory or governing boards and the local and state Cooperative Extension Service administration must work closely together if needs of people are to hold a high priority.

Appointive local groups are needed to counsel with Extension on program needs, direction, and organization. These committees also can be effective in communicating with legal boards. Their primary impact should be to influence local program determination. Cooperative Extension Service should take great care to preserve this interaction with local groups.

Qualified local residents serving as teachers for Extension on either a paid or nonpaid basis should be used to an increasing extent.

Manpower Resources Needed

Staffing projections in this chapter are designed to indicate the relative magnitude of program activity recommended. They represent national estimates for the mid 1970's in terms of changes in the percentage of effort allocated. They are not budget requests, nor are they expected to apply equally in all states. The assignment of the Joint Committee has been to make recommendations for the future on a basis of society's needs. These needs demand expansion of the Cooperative Extension Service, not a contraction. They also demand a change in relative emphasis in each program component as additional resources become available.

The Committee recognizes that over-all budgetary constraints, other high priority needs for use of public funds, and national priorities and policies may result in something less than full implementation of the program recommended. The recommended levels in the several program segments represent the Committee's best judgment of needs and balance among the segments. The relative use of resources among the several segments in the recommended program is not intended to apply at some lesser level of over-all program—most certainly not to the fiscal 1969 level.

The Committee has not undertaken to make judgments or recommendations on the relative balance among the segments at the 1969 level since in the legislative history of current appropriations at all three governmental levels, commitments have been made and legislative intent for the current program has been estab-

Table 10

Present and Projected Staff Resources for Cooperative Extension Service by Major Program Areas Increases are Shown as a Percentage of Current Staffing

Program Area	*1966 Professional*	*% Change Professional Staff[1] — 1975*	*1975 Subprofessional*
Quality of Living	5,247	+110%	46,960
Social and Economic Development	2,553	+154%[3]	
Low Income Farmers		+100%	5,000
Agriculture	6,226[2]	+ 27.5%	500
Domestic Programs Total	14,026	+ 95%	52,460
International Extension	156	?[4]	
Total	14,182		

[1] Ten percent added to the increase for programming in each category to provide for supervision and training.
[2] Includes 1900 man years now assigned in low-income agricultural work.
[3] Percent increase does not include expansion of work for low-income farmers indicated as separate category.
[4] Projections for international programming are not included since manpower requirements will depend on legislation, appropriations, and the role assigned to the Extension Service.

lished. It is not the intent to recommend reallocation of current efforts from the high priority and pressing needs of agriculture and rural or nonmetropolitan areas which constitute the major emphasis in the current program but to recommend program expansion to other pressing needs with funds provided for those purposes. The Committee would expect that program expansion in different categories might take place unevenly as budgetary, policy, and political conditions may favor development of one category at one time and another category at another time. However, there are supplementary and complementary relationships among the segments and practical values in coordinated development of the whole.

Manpower resources must be expanded significantly if the Cooperative Extension Service is to fulfill the educational responsibilities in social and economic development, quality of living, agriculture, and international extension outlined in this report. Table 10, page 75, and Figure 7, page 76, show the magniture of staff resource increases required by 1975 if program recommendations in this report are to be achieved.

The recommended increases for domestic programs call for net expansion of 95% in professional manpower resources, plus the addition of 52,460 subprofessional aides. The areas recommended for major expansion are in economic and social development and in quality of living. Recommended staff expansion in these two areas accounts for 87% of the projected increase in staff needed by 1975. The staffing for agricultural production and related industries represents an increase of 13% of the total recommended increases. Also, the projected program intensity to serve the agricultural industry represents a substantial departure from past experience in that greater emphasis is projected in the areas of farm management and business administration and producer group decisions in marketing.

In addition to the above projected professional needs, more Extension aides or subprofessional workers are needed to augment the professional staff with hard-to-reach audiences. Use of aides will be a necessity if the Cooperative Extension Service is to make the most of social and economic development and quality of living programs. The study recommends the employment of 5,000 subprofessional Extension aides in social and economic development programs, 46,960 subprofessional aides in quality of living programs, and 500 subprofessional Extension aides in low-income agriculture programs. This represents a ratio of from 3 to 4.5 aides to one professional worker in programs where aides would be used. Manpower requirements will include about 10% above the increase for specific program expansion for training, administration, and evaluation.

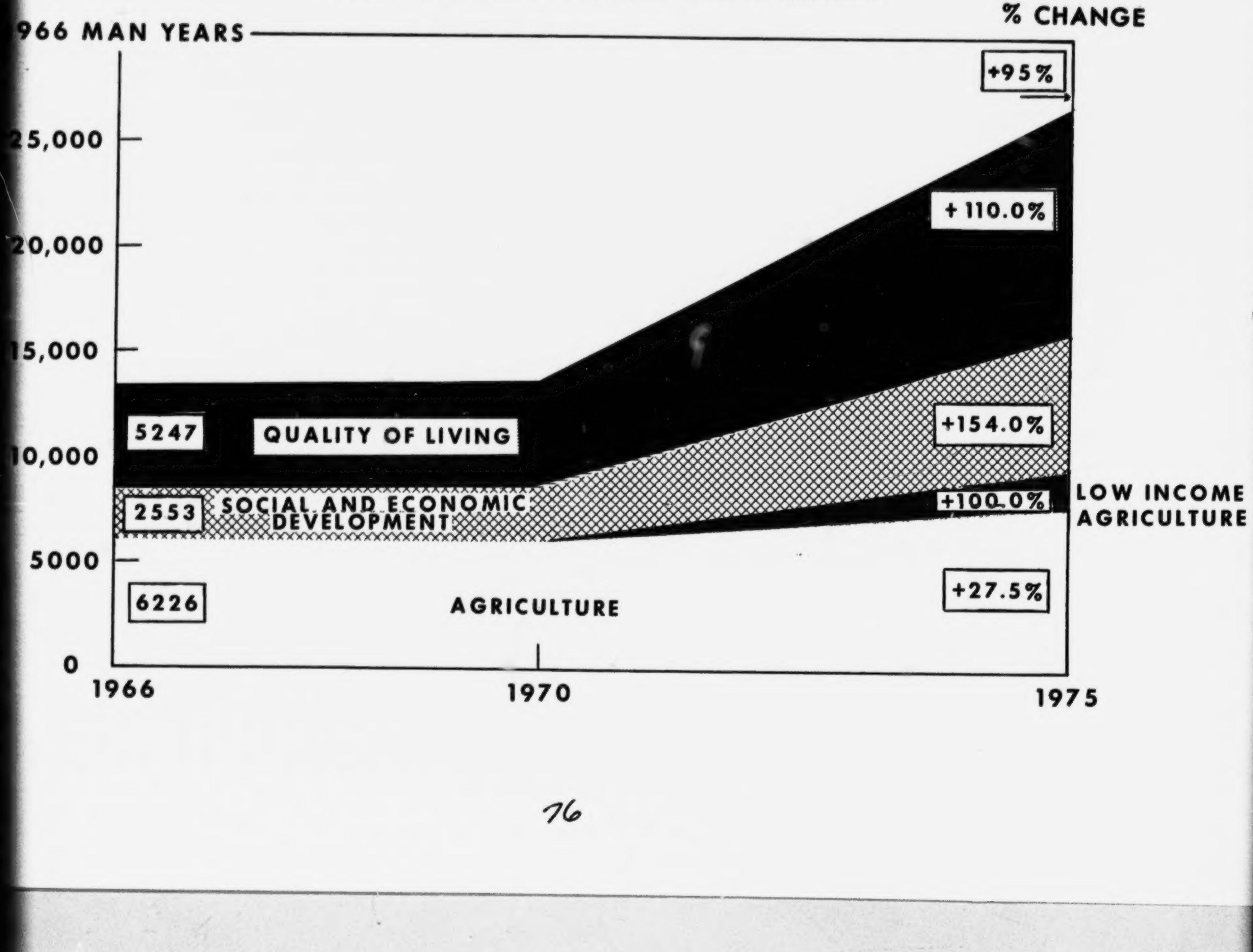
Estimates of future resource needs for international extension programs vary widely, depending upon the assumptions made regarding the degree of U. S. commitment, the role the Cooperative Extension Service is given in this commitment, and the future availability of trained personnel.

The identification and training of prospective staff members for foreign work is especially critical. The capacity to work with people and be effective in an alien environment beset with

Figure 7

STAFFING FOR THE JOB AHEAD

Present Levels and Projected Rate of Increase



unfamiliar frustrations is just as important as adequate training in an academic discipline.

Methods must be devised to capture the interest and commitment of mid-career staff for international work. Those who have teaching and organizational experience and a knowledge of effective techniques for working with farm families and who have had additional training in the language, social structure, economy and customs of the recipient countries are most likely to be productive in international Extension programs.

Cooperation and Funding

Funding Relationships - Federal, State, and Local

The cooperative nature of Extension means joint direction, control, and financing. In fiscal 1967 the federal government contributed 36.8%, state appropriations contributed 40.8%, county governing bodies contributed 20.6%, and nontax sources contributed 1.8% of the total support of the Cooperative Extension Service. The shares of federal, state, and local support have been changing, with a gradual decline in the federal portion, from 39.6% in fiscal 1958 to 34.5% in fiscal 1968.

Projections for the future emphasize social and economic development and human development. This broadening of audiences and programs, if it is to occur, will require substantially more federal support than do the more traditional programs in agriculture. The same is true of expanded efforts with the alienated.

There are several reasons for this. The benefits of a major program expansion in social, economic, and human development are very widely dispersed throughout the nation. Benefits of programs which enable migrating farm and small city youth to be better prepared for urban occupations and living do not redound to the local community but rather benefit the community in which they settle. Educational programs with "boxed-in farmers" which enable them to maintain the farm unit and live out their productive careers with an adequate level of living and with human dignity contribute to redressing the rural-urban balance and assist in alleviating some of the problems of the urban areas of the country. Certainly significant federal increases will be required if the quality of living programs recommended are implemented.

On the other hand, programs related to production, marketing, and other areas of agriculture have a direct and continuing impact upon the welfare of the state and local community. It is logical to expect the major support for these programs from local and state funding bodies. It is reasonable, however, to expect that an expansion of youth programs, if properly conducted, will receive significant additional funds from federal, local, and private sources.

The program goals recommended in this report are ambitious. They are also minimal when viewed in relation to the needs of our people. Given adequate funding, the program goals outlined can be achieved. If they are achieved only by the addition of federal funds, however, the cooperative nature of Extension would be jeopardized and the resulting programs could take on a federally dominated character. Conversely, the increasingly possessive attitudes being taken by some state legislatures in attempting to establish unilateral decision making authority, tend to negate federal or local inputs into the program.

Program priorities arrived at by only one of the three Extension partners have a low probability of success, either because the dissenting entities will not make funds or staff expertise available if there is sharp disagreement about the priorities, or because local leadership and involvement will be very difficult to obtain. While complete accord on priorities and emphasis may not be achievable or necessary, there must be enough common interest in the selection of program priorities to permit each partner to contribute leadership, program assistance, and financial support.

The magnitude of programs must be feasible in relation to available personnel and the knowledge base. A program thrust that has an adequate field staff will not be successful if the knowledge base, as represented by specialists in the relevant disciplines, is not avaliable. Conversely, the effectiveness of an adequate knowledge base and specialist staff is jeopardized if the program delivery system in the field is not adequate.

The Federal Formula

The present federal funds for Cooperative Extension work are allocated on the basis of 20% divided equally among states (i.e. new money); 40% allocated on the basis of a given state's rural population in proportion to total rural population for the country; and 40% allocated on basis of a given state's farm population compared to total farm population for the country.

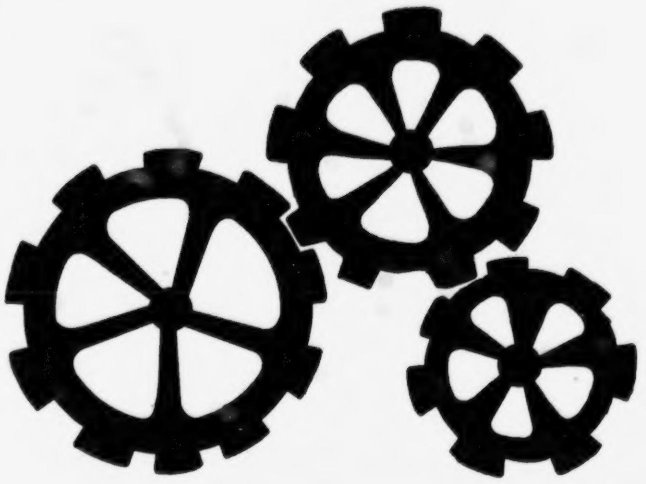
This formula may be modified by allocations through the Federal Extension Service to the states under provisions of Section 3-d and Section 8 of the Smith-Lever Act. These sections provide for relief to states which suffer a relative disparity under the formula.

A principal difficulty with the present formula is that much of the emerging thrust of Extension programing is unrelated to rural and especially to farm population. The most critical program categories in terms of this formula are quality of living and social and economic development.

In reviewing its recommendations for program direction during the next decade, the Joint Study Committee agrees that multiple formulae would make it possible for the Congress to allocate funds on a more appropriate basis than would a formula based upon farm and rural population.

The Committee recommends that additional consideration be given to developing separate formulae for major expansion of the different major program components. The Committee does not make specific recommendations regarding modified formulae. **It does recommend that Extension administrators seriously consider the development of multiple formulae for major program expansion which will take into account the changing role of the Cooperative Extension Service. These formulae should be based upon a relationship to the number of people in each state who fall into target audiences for major program categories.**

The Committee does not believe that a formula allocation to states could be effectively utilized for international programs. **It recommends that appropriations for international extension be systematized and allocated to state extension services from the federal establishment on the basis of specific program commitments accepted by the separate states.**



Relationships

The Catalytic Role of Cooperative Extension

Extension stimulates action. It causes things to happen by its influence on groups and individuals. This has caused many to refer to Extension as a catalyst. As agents of change, Cooperative Extension Service personnel are constantly stimulating communities as well as individuals to make more effective responses to their environments.

This catalytic function—causing action by bringing together the people who have problems and the resources that can help them solve those problems—is one of Extension's major contributions. Responsive to the needs of people, it stimulates them to inquire, to question. It helps to uncover issues, and challenges people to seek better adjustments to situations. It serves as the connecting link between the people and the larger university. It causes community groups to interact in bringing about solutions to common problems. Although not considered an "action" agency, Extension through its educational programs makes things happen.

Relationships of the Local Extension Office

The Individual

The local Cooperative Extension Service office should be a place where the individual citizen can obtain information about the total array of programs and services available from federal, state, and local agencies of government, including those of the land-grant universities and colleges.

Sometimes this means only referral, but in this age of a bewildering plethora of services, this is important. Local Cooperative Extension offices in virtually all counties are already performing the role of helping citizens identify the appropriate points of contact. To duplicate this already existing network of local offices would be an unwise use of resources.

Full use of the local Extension office, as the focal point for the services of state, local, and national governments, should be made by the university as well as the USDA to reach the people.

The Community

Extension can support the community and its development in the training of its leadership. This role is explained on pages 54 and 55.

The referral function would also apply to the community and its organizations as well as to individuals. Many programs and resources are now available to communities. Here, too, Extension has a catalytic function in calling the attention of community leaders to the kinds of assistance available, and in involving agency administrators in community plans of projects. As integral parts of the communities they serve, Extension agents are in an excellent position to recognize needs and opportunities. Historically, Extension has referred agricultural research needs to agricultural experiment stations. To an increasing degree, Extension will carry to its parent university research needs of communities and of society.

The Joint Study Committee recommends that conscious and deliberate efforts be made to cast the local Cooperative Extension Service office in the role of the primary source of information and the focal referral point for the many programs involving direct relationships between units of government and the people.

Extension staff time is already fully committed. Implementing this recommendation, therefore, would require adding approximately one full-time staff member to each local Extension office. Staff additions recommended for expanded social and economic development programs could help meet this need. Not only must the commitment to this function be made at the national level, the state extension services must likewise be committed to this arrangement.

Program Development Groups

Broad citizen involvement in the development of plans and programs that are to affect them has been a democratic concept long nourished by the Cooperative Extension Service. Extension has had and continues to have a deep philosophical commitment to the idea that a well informed citizenry led by an adequately prepared leadership is essential to the progress of society.

The Joint Study Committee strongly supports the Cooperative Extension Service efforts to involve people directly in developing, executing, and evaluating local programs. Every effort should be made to strengthen this approach, including the organization of a formal program planning group in each county or area and insuring that the group is a continuous one. Such a group should concern itself with broad social and economic concerns. The process offers an ideal mechanism for combining and unifying national, state, regional, and local programs at the local level. The local Extension staff should have major responsibility for organizing such a planning group.

Participation in the process offers an almost ideal environment in which to train and develop community leaders. Lay participants should be given every opportunity to perform. To insure this, Extension agents should not serve as regular members of such groups but should work closely with them in an advisory and support role.

Local Governments

The cooperative relationships among federal, state, and local governments for operating and financing Cooperative Extension work have been eminently successful. This arrangement has contributed to the responsiveness of Extension to local needs and conditions.

This Committee recommends that the existing relationships with county governments be maintained. Efforts should be made to involve more city governments in the financial support of Extension programs, especially those directed more toward urban audiences. More interlocking relationships among city, county, and other local level governmental units should be developed where feasible, especially in cases where the Extension programs transcend the geographical bounds of such units.

The evolving relationships between the Cooperative Extension Service and county governments may dictate modifications of the existing arrangements over time. This is particularly true as it relates to area staffing, which may involve groups of several counties. Ways must be developed to involve county governments in support of area programs and services. It is extremely important that a significant budget contribution continue to be obtained from local sources. This will help insure that no one level of government will exert a dominating influence. The viability of the Cooperative Extension Service as a system is directly related to the unique national-state-local partnership arrangement that has been developed. The emergence of one partner in the partnership as dominant, or the diminution of another would destroy the very essence of the unique Extension system.

State Extension Offices

A major function of the state Extension office is to support the county or area Extension office. This includes the development of policies and operating procedures which will create an organizational climate conducive to achieving basic objectives. The bulk of the task of carrying out Extension educational programs is accomplished by the local Extension agents. The state office is effective to the degree it supports, guides, stimulates, and otherwise assists the local function.

The state office fits the Extension program into the total land-grant university complex. It can also be the coordinator of Extension programs with other state colleges and universities.

The state office merges national and state goals into a set of state-wide objectives which are responsive to both state and federal objectives. It sets the dimensions of the state-wide effort.

The state office establishes the broad environment within which all local Extension offices must operate. It allocates federal and state resources to the localities, and provides specialist staff services. It maintains working relationships with other agencies of the USDA and other federal departments, with other colleges and universities, with state government, and with the many private organizations that represent special clientele groups at the state level.

The Parent University

The Joint Study Committee recommends that a goal of Cooperative Extension be to achieve the role of the local point of contact between the public and the entire land-grant university. This supports the concept that the strength of Extension lies in its organizational linkage to the basic source of knowledge—the university. It clearly identifies the office as being able to draw on the expertise of this knowledge base to support a wide variety of program thrusts. The designation of the local Cooperative Extension Service office as the accessible "front door" of the land-grant university would reinforce the academic and educational nature of Extension.

People can be informed of ways in which the university can help them if the local Extension office is the point of contact between the people and the university. In the other direction, the local Extension office can identify for the university the problems which need to be researched. Thus it serves to keep the university relevant and responsive to real societal needs.

Intra-university Relationships

The Joint Study Committee recognizes that if and when the program recommended here is fully implemented, the character of Cooperative Extension would change to such an extent as to require careful consideration of university level organization for program and administration.

While each state land-grant university must use the administrative structure appropriate for itself, consideration should be given to structuring intra-university relationships so as to provide a focus upon the Extension function as a distinct administrative and program activity of the university separate and apart from, although coordinate with, research and teaching.

Office of the President and Upper Administrative Levels

Each president is urged to provide mechanisms by which he maintains an understanding of and information on the evolving Extension structure and program effort.

If the Cooperative Extension Service is to achieve the goals outlined in this report, it must have some arrangement for university-wide support. Some provision also should be made for coordinating the entire extension effort of the institution. The extension function is of such vital importance to the land-grant universities that it should be elevated to a position which permits it to perform to its maximum potential.

This has been achieved in a number of states by appointing the Director of Extension as an overall dean, director, or vice president of all university extension. In other institutions different arrangements exist. The Committee suggests that the rationale behind the newer organizational arrangements be given serious consideration if the university's commitment is to be consistent with the breadth of program concept outlined by this report.

The colleges of agriculture, or, for that matter, any other single college, do not contain all of the disciplines needed to support field programing of the Cooperative Extension Service. **The administrative arrangements within the university should not only permit but facilitate and encourage the channeling of all relevant university disciplines to the Cooperative Extension Service.**

Director of Extension and College Deans

The Joint Study Committee recognizes that each university has its own specific organizational arrangements, goals, traditions, and professional competencies. Concern is expressed, however, that the Cooperative Extension Service function may be identified only with production agriculture or home economics when the needs in terms of scope and support transcend single college interests and capacity. The trend in recent years has been to place Extension on a university-wide basis in order to achieve objectives and potential of both the university and its Extension Service. The Committee strongly urges that each university provide direct administrative accessibility to each college dean by the State Cooperative Extension Service office.

Specialists and Their Departments

The organizational requirements outlined above in no way diminish the advantage of Extension specialists being a part of their appropriate academic departments. The departmental type of relationship for specialists does not diffuse responsibility for over-all Extension planning and specific field operations, which must remain with the Director of Extension.

Placement of Extension specialists in academic departments also permits their involvement in the total work of the department, including the teaching and research functions. Departments must continue to serve as the professional training ground for subject-matter specialists, as well as being the prime source of Extension's program information. **The Committee supports formal placement of Extension specialists in academic departments so long as the Director of Extension retains the same degree of over-all policy and budget control as is accorded administrators of research and teaching functions.**

The Agricultural Experiment Station and Other University Research Units

If the Cooperative Extension Service is to effectively perform a broadened program function, it is imperative that all research at the university be available to Extension. Likewise, Extension will be responsible to the university to provide advice regarding problems on which research is needed.

It has long been recognized that the closest possible working relationships should exist between the Agricultural Experiment Station staff and Extension personnel. This is a continuing requirement.

The role of Extension in field developmental research may be different in different states depending upon (1) the professional competence of Extension to be involved in research, and (2) the commitment of the Experiment station or other research units to field research as compared to on-campus and theoretical research.

University research must be attuned to needs of people. Extension personnel can be extremely important both in communicating the research results to the public and in attuning the university staff to research needed by the public. Trends have already been noted in several states for Cooperative Extension to be highly involved in field or adaptive research. *The Committee believes that both the research and Extension functions will be enhanced by involvement of qualified Extension specialists in adaptive research.*

The Extension Service must be held responsible for an acceptable level of professional performance if its staff are involved in the research process. One technique by which this can be achieved is through the joint research-extension assignments. Another is through professional competence.

Regardless of Extension's involvement in research, coordinating arrangements and policies are required for quick and effective communication among the research and Extension staff members.

If Cooperative Extension is to fulfill its future responsibilities as a participating integrated unit of the university, *the levels of professional competence, the salaries paid, and the general policies under which the state Extension staff operates must be fully comparable to those of the research and teaching faculty members.*

Interuniversity Relationships

In States With Only One State University

In those states which have a single state university, the opportunity to develop a total state system of University Extension is excellent. Maximum interaction between formal and informal extension is possible. In these states, however, coordination of the extension function with junior and community colleges will require considerable effort.

In States With Two or More State Universities

States with more than one state university have special problems of coordinating their extension functions. This problem is accelerating as General Extension becomes more problem oriented and Cooperative Extension broadens its role. Both trends result from an expanding knowledge base in universities, a growing public need for extension and continuing education programs, and increasing complexities of problems.

It is appropriate to stress that we live in a pluralistic society. The Cooperative Extension Service cannot expect to conduct all extension programs. State and land-grant universities will both be more effective if their extension functions can find a reasonable non-competitive accommodation to each other. The need is too great to permit friction, overlap, and duplication. Society will judge harshly any insistence on "boundary maintenance," or cutthroat competition between universities. Such competition would be especially apparent and inappropriate in the field operations of extension units.

If no formalized structure for interinstitutional cooperation exists, the prestige and objectives of Cooperative Extension Service could be well served by its taking the initiative for coordination and information exchange on programs of mutual interest. For those states which espouse the program role outlined in this report, it is suggested that the Director of Extension could benefit from participation in emerging national efforts designed to enhance cooperation between the different extension functions of state universities.

In States With Predominantly Negro Land-Grant Institutions

The relationships between predominantly white and predominantly Negro land-grant institutions are of particular concern.

The Committee believes that the predominantly Negro land-grant colleges have a contribution to make to the efforts of Cooperative Extension. Such a contribution will require a build-up in teaching and research capability of those institutions as well as the development of an Extension function.

The survey of administrators of the predominantly Negro colleges indicated their desire to be a part of the larger system of Cooperative Extension in their respective states. No support was evidenced in the survey to establish separate extension services. In fact, the respondents indicated they did not want and would not accept participation in a separate Extension Service. The Committee also strongly supports the view that a single state Cooperative Extension Service would be far more effective.

The Committee takes the position that the predominantly Negro land-grant institutions should be given increased emphasis in developing Cooperative Extension program relationships and responsibilities for the future.

The Joint Study Committee recommends that in those states where more than one land-grant institution exists cooperative relationships be developed which will permit an effective program partnership between the two land-grant institutions. This relationship should be based upon continuing additional funding for the extension work to be conducted by the predominantly Negro land-grant institution. In the use of these funds the relationship should provide:

- **Cooperative program development**
- **Cooperative program execution**
- **Continuing joint program review.**

In areas of joint program activities, program partnership is defined as an arrangement in which the predominantly Negro and predominantly white land-grant institutions would jointly explore needs and problems and determine ways to use existing organizational structures and innovative new structures and new approaches in solving social and economic problems in a specific area. It is an effort to combine relevant capabilities of staff, materials, and other resources for the purpose of achieving jointly predetermined purposes and objectives in which the two land-grant institutions share a common goal.

In states where both predominantly white and predominantly Negro land-grant institutions exist, coordinated plans for cooperation between the two institutions for extension work shall be an integral part of the plan of work to be submitted for approval by the State Cooperative Extension Service to the Federal Extension Service.

The Joint Study Committee recognizes the needs of the Negro land-grant institutions are much broader than the activities of the Cooperative Extension Service. Furthermore, excellence in Extension requires excellence in teaching and research. Therefore, the Committee **recommends the appropriation of sufficient additional funds by the proper federal, state, local, and private agencies directly to predominantly Negro land-grant colleges to substantially strengthen their overall capability.**

In addition, **the Committee recommends that special funds be made available to each State Cooperative Extension Service for the express purpose of working with other colleges and universities in the state that possess the needed competence to help the Cooperative Extension Service achieve its stated objectives.** The Committee believes that Cooperative Extension should increasingly utilize relevant professional competence from institutions other than parent universities. Programs involving the underprivileged or alienated offer especially pertinent opportunities for such relationships.

Community and Junior Colleges

Junior and community colleges are rapidly emerging in importance. Cooperative Extension has a special interest in this, in its programing for community development.

The community colleges will appropriately insist upon identification and a role in community development programs in their areas. Cooperative arrangements between Extension and the community colleges are a necessity.

Possible arrangements which should be considered are consulting or part-time employment by Extension of community college staff, housing Extension specialists on the local campus, and cooperative planning and programing in community oriented or economic development educational programs.

Private Universities

The role of private universities will vary with their size, complexity, and objectives. Each will have a particular capability in research or extension. Employment of consulting help or other cooperative arrangements already discussed should be explored with private universities as well as with public ones.

State-National Relationships

Cooperative Extension Service and the USDA

Federal Extension Service. *The Committee firmly believes that the Cooperative Extension Service should be the "educational arm" of the USDA. It urges that this role of the Cooperative Extension Service be strongly reaffirmed.*

The personal USDA and land-grant interviews indicated that the educational role of Extension within the USDA is frequently blurred. The role of Extension is Department wide and embraces all missions and program elements of the Department. Continual efforts must be made by the Department and communicated by FES to the states interpreting USDA goals and advising of responsibilities delegated to other agencies whose programs are closely related to Extension's responsibilities.

A basic document outlining relationships between USDA and the states is the Memorandum of Understanding between the Secretary and the Land-Grant University. This Memorandum should be reviewed periodically and whenever significant changes in organization or mission are made by either partner.

A concern of the federal executive or legislative branches centers upon the willingness of Cooperative Extension Service to respond to national goals and program direction. **The Committee acknowledges the variation among the separate states but recommends that state extension services fully accept their responsibility for educational support of USDA missions and programs which are the basis of federal support to the states.**

The Committee also recommends that when the USDA or the states contemplate major changes in Extension program scope and direction or in organization or operations, that the other partner be fully involved in advance of the final decision to implement. The Memorandum of Understanding should include a provision to this effect. On national issues, ECOP and USDA should both participate.

Federal Extension Service fills a role, not only as an administrative office of the USDA, but as an administrative coordination and support office for the states. Except for very sophisticated disciplines and programs strongly influenced by national policies, it is no longer logical for Federal Extension Service to provide specialist help to states in direct support of field programs. The expertise of the Federal Extension Service staff is most effectively employed in program planning, development, and evaluation or in national coordination, congressional information, liaison with other federal offices, and liaison with public organizations.

The effectiveness of the Cooperative Extension Service at the national level depends largely on the Federal Extension Service staff. Not all of the staff needs to be permanent employees. Some should be drawn temporarily from the large pool of highly competent people in many fields in the state Extension staffs and elsewhere in the universities. The Federal Extension Service is strengthened by use of experienced state personnel on special short term assignments. Federal experience also broadens the point of view and understanding of state personnel.

The Committee recommends that maximum practicable use be made of the exchange authority in staffing the Federal Extension Service to more fully use state staff in temporary positions of national leadership and provide the Federal Extension Service staff with recent state experience.

Not all staff functions should be performed by Extension employees. The Federal Extension Service and the states should use outside consultants in program planning, evaluation, and other consulting roles.

One of the more effective means of program change is systematic use of program research, particularly pilot and demonstration projects concerned with developing and testing new program content, procedures, and methods. The Federal Extension Service has allocated special funds for many such projects that have produced results adopted nation-wide. This appears to be a logical and important function for the future. States also have developed many important innovations without federal support.

The Committee recommends that the Federal Extension Service finance pilot projects to develop and test program innovation, develop a national system to obtain maximum application of the results, and allocate greatly increased funds for this purpose.

Cooperative Extension and USDA State or County Offices. As has been pointed out, the Extension Service should perform both a catalytic and a referral function in regard to the programs of other agencies. This role does not embrace the endorsement, promotion, or administration of such programs. It will require care by Extension to maintain its educational role. This will require the local Extension staff to maintain effective personal relationships with other local agency representatives. Extension must be objective, but this does not permit passivity.

Cooperative Extension Service and Other Executive Departments

Formalized Agreements. There is a need to formalize to a greater extent the various working relationships between the Cooperative Extension Service and other federal units such as the Department of Health, Education, and Welfare; the Department of Housing and Urban Development; the Office of Economic Opportunity; the Department of Commerce; the Department of Interior; and others.

These non-USDA agencies need an "educational arm" to make their programs effective. Cooperative Extension can assist in this function for agencies which have missions which relate to the Cooperative Extension Service.

By Executive Order, the President has directed the Secretary of Agriculture to take the initiative in identifying problems of agricultural and rural development which require the cooperation of various federal departments and agencies. The Secretary is also directed to put his field offices to the task of assisting other federal agencies in making their programs effective in rural areas.

The USDA has thus been given responsibilities in nonmetropolitan areas as broad as the programs of all government that provide services and benefits to people, businesses, organizations, and communities. This includes responsibility for information and education work supporting those programs in the field. Under this concept, the USDA has responsibilities in rural areas for the federal government which are essentially as broad as the interests and responsibilities of the land-grant universities.

Each agency has a need for educational field support if its programs are to be fully effective. The present USDA assignment is designed to provide a point of coordination and leadership in the outreach functions of the federal government. If Cooperative Extension takes seriously its role as the education and information arm of the USDA, it should also take seriously its potential as a field information focal point for all government programs in rural areas.

The Committee recommends that through the USDA the Cooperative Extension Service accept responsibility for and more fully develop its services as the educational arm for those nonagricultural agencies with responsibilities related to the USDA. Memoranda of understanding should be developed between the Federal Extension Service and each of the appro-

priate departments and agencies to bring about improved understanding of the envisioned relationships and to clarify the reciprocal responsibilities of all parties concerned.

The Federal Extension Service should act for the USDA in coordinating the information flow between these other units of government and the Cooperative Extension Service and in developing the memoranda of understanding suggested.

The Committee does not feel that a national interdepartmental administrative authority for extension education is appropriate at this time. Each extension-like program can best function through its own executive department directly to the state and university involved. **The appropriate point of coordination for extension functions funded from different departments of government is at the university level.** This will best assure that the programs are responsive to the special needs and conditions in each of the states and simultaneously protect Departmental objectives. This system, however, will require national coordination to obtain a reasonable degree of uniformity among the states and reasonable similarity among the federal agencies in applications, reports, and administrative requirements.

Local Non-USDA Agencies. In general, the same relationships and responsibilities should be evolved for the programs of non-USDA agencies which operate at the local level as those described for the USDA agencies.

If a more intensive or extensive involvement of the Cooperative Extension Service in carrying out the educational aspects of new or expanded agency responsibilities is desired, Extension will need additional resources to handle such additional tasks.

Contracts and Grants. The Cooperative Extension Service has an organization which, if appropriately utilized, can make effective contributions to programs under Title I of the Higher Education Act, the Technical Services Act, Office of Economic Opportunity, and the Model Cities Act, to name but a few. Contracts and grants, developed either at the national or state level, have already been employed in some states.

It may be expected that contracts with and grants to state extension services will become an important future additional source of funding and program stimulation. Care will be needed to maintain accountability of different funds for purposes intended. If Cooperative Extension Service accepts the role recommended in this report, it will be in excellent position to provide information and local coordination for non-USDA programs accepted under separate financing.

Appropriations. In a broader role, The Cooperative Extension Service will need vastly greater resources than it now has. One device that could be used more extensively is the direct allocation to Cooperative Extension Service of appropriations for extension-type work now conducted by other departments and agencies. An example of this is the proposed allocation of funds from the Bureau of Indian Affairs to the Cooperative Extension Service to conduct educational programs for the benefit of Indian tribes. Another route is through new legislation in support of specific national goals and objectives.

National Information Retrieval. As national information retrieval systems mature, the Cooperative Extension Service should be tied directly into such systems. Access to a national data bank would be an essential adjunct to the knowledge Extension must have available to carry out its missions.

The Federal Extension Service should provide the leadership and develop the means for the Cooperative Extension Service to take advantage of any systems of national information retrieval.

National Associations and Committees

National Association of State Universities and Land-Grant Colleges (NASULGC). Because of the broadened scope of Extension programs and because of the increasing intersection of its programs with those conducted by other extension units of the universities and colleges of the Association, Cooperative Extension Service participation in the Council on Extension of the NASULGC should be regarded as both appropriate and useful.

This Committee believes that continued official affiliation of Cooperative Extension Service within the Extension Section of the Division of Agriculture is appropriate for the USDA-related role. Since, however, there are increasingly Cooperative Extension Service activities which lie beyond USDA concerns, it would be advantageous for State Cooperative Extension Services to be involved in the Association's Council on Extension.

The present organizational structure of the NASULGC provides that the Council on Extension be,

> . . . Composed of chief administrative officers responsible on an institution-wide basis for making the resources and services of the university available to the community as a whole (except as these functions are in part assigned separately within any member institution to the Cooperative Extension Service.)[23]

This provision clearly excludes Directors of Cooperative Extension Service from active participation in the Council on Extension unless those directors also hold broader institutional responsibilities.

Since the emerging functions of Cooperative Extension Service as recommended by the Joint Study Committee are university wide, **it is recommended that the organizational structure of the Council on Extension of the NASULGC be modified to provide for participating membership for Directors of Cooperative Extension Service or their representatives in addition to continued membership in the Division of Agriculture.**

As indicated elsewhere, the Joint Study Committee anticipates a much greater and more sustained involvement of Cooperative Extension Service in the development and execution of international programs. **It is recommended that a very close and continuing working relationship be maintained between the Extension Committee on Organization and Policy and the Office of International Programs of the National Association of State Universities and Land-Grant Colleges.**

The Extension Committee on Organization and Policy (ECOP) within the NASULGC provides a formal mechanism for communicating directly with the Bureau of Budget, the Congress, the USDA, and other federal agencies on Cooperative Extension Service budgets and policies. It also provides a means for relating to national organizations or clientele groups. The Joint Study Committee reaffirms the utility of this mechanism. ECOP plays a critical role in sustaining the unique federal-state-local relationships of the Cooperative Extension Service.

There has been criticism that ECOP at times is unwieldy as a policy committee, thus forcing its chairman to assume interim decision making responsibilities. **The Committee recommends that ECOP review its composition and size and modify its membership so that it can more easily function as an executive committee on policy in responding to urgent problems in a minimum amount of time.**

This Committee believes that there continues to be a need for effective communication between the top leadership of the USDA and State Cooperative Extension Service directors. **It is recommended that the Secretary of Agriculture and/or his assistant secretaries meet frequently and regularly with the Extension Committee on Organization and Policy.** When this has been done, the increased dialogue has contributed to improved understandings.

National Advisory Council on Extension and Continuing Education. The statutory National Advisory Council on Extension and Continuing Education is a useful means for bringing about information exchange and for stimulating cooperative approaches to the conduct of specific programs. The Cooperative Extension Service, being the largest of all adult educational programs, should continue to have representation on this important body. *As the Council becomes more active and develops more specific recommendations, it is suggested that it consider releasing its recommendations or viewpoints to the Federal Extension Service for distribution to state directors.*

Between Extension Partners

Unique funding arrangements have supported the Cooperative Extension Service over the years. Some state legislatures have made efforts to impose "total budget control." The statement made by the Subcommittee on Agriculture of the Senate Appropriations Committee expresses an appropriate concern about federal-state relationships.

> The committee is concerned about the apparent tendency on the part of some States to attempt to withdraw State funds from the programs, when there is an increase in Federal funds for allotment to the States under the Hatch Act and the Smith-Lever Act. Increases in Federal funds are intended to strengthen and augment the program in the several States. They are not intended to be used in substitution for State funds which would have been available except for the increase in Federal funds. Much of the legislation preceding the Hatch Act and the Smith-Lever Act as presently enacted, such as Titles I and II of the Bankhead-Jones Act of 1935, expressly stated this principle by providing that funds appropriated thereunder should be in addition to and not in substitution for funds otherwise available for these programs. The committee believes that this principle should be followed by the Department of Agriculture in administering the Hatch Act and Smith-Lever Act as presently enacted. A reduction in State support otherwise available for such programs because of an increase in Federal funds should be considered as using the Federal funds in substitution, a purpose

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[23] Reprint from "Fact Book—National Association of State Universities and Land-Grant Colleges," p. 6.

> for which the increased Federal funds are not intended, and under such condition should not be paid to the State.[24]

It must be remembered that within the Cooperative Extension Service there are three levels of influence—federal, state, and local. To deny or to attempt to circumvent any one of the three would be tantamount to destroying the system. It is inappropriate for any one partner to seek dominance over the others. It would be inappropriate for the USDA to attempt to control the entire system, just as it would be for the states or universities. Cooperative Extension Service is held together by the delicate threads of mutual trust and understanding and a spirit of cooperation. It is crucially important that focus of all participating parties be on how to strengthen the bonds which bind the system together.

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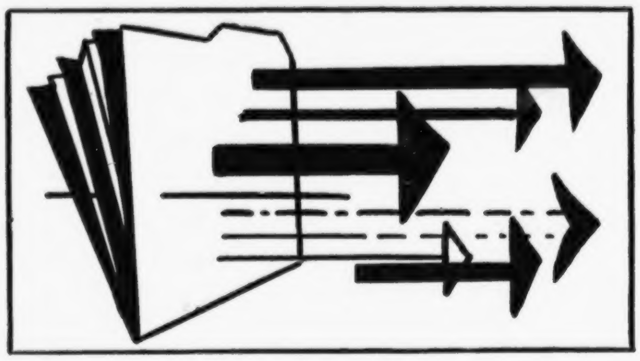
[24] Senate Subcommittee on Agricultural Appropriations, 1967.



Summary of Recommendations

This report was finalized during a period of great anguish for the United States. The latter stages of the Joint Study Committee analysis coincided with the assassination of both a world renowned Negro civil rights leader and a white candidate for the presidency of the United States. These two events, coming only two months apart, only five years after the assassination of President John F. Kennedy and concurrently with student violence on several prestigious university campuses and the sad spectacle of Resurrection City in the nation's capital, lent urgent emphasis to the social, moral, and economic ills of the nation. The pervasive social problems of the United States are compounded by an economic revolution of great magnitude which has accentuated the disparity between different economic levels.

The problems of the United States indicate that the universities of our nation as well as executive branches of the federal government hold a responsibility for helping people solve their problems created by the social and economic revolution. The options are growth and development of a nation under a unique structure for self government or anarchy, decline, or decay.

The basic thrust of recommendations contained in this report calls for the Cooperative Extension Service to adapt its staff and program effort to serve more adequately the broad range of social and economic problems of the nation while strengthening its assistance to the agricultural sector of the economy. Another basic recommendation calls for Cooperative Extension Service to stand ready for an organized, active, and significant role in technical assistance and development programs of the less developed nations of the world.

The Committee believes that Cooperative Extension Service is an institution capable of significant participation in national efforts of an affirmative nature, providing it has the resources and the willingness to move aggressively into the arena of social and economic development on both a group and an individual basis. The quality of life of our people and their organizations must benefit from educational processes with a pragmatic orientation. It is for these reasons that the Committee recommends major expansion of activity in programs dealing with social and economic development and quality of living.

The analysis conducted by the Committee of current Extension programing indicates that changes have been and are being made by Extension. In every state, changes have shifted the emphasis from an individual and production orientation to include a socio-economic program base. The Committee commends the efforts already made and takes note of attitudes already evident.

The survey of Directors of Cooperative Extension indicates that there is a willingness on the part of Extension administrators to further adapt programs to meet urgent priority needs of society. The survey also indicates that the degree of change can be greatly accelerated if sufficient financial resources are provided to allow for meaningful and significant expansion of program efforts in the nontraditional areas of program activity (see Figure 4, page34).

The increases in effort recommended in this report (Figure 7, page 76) represent the judgment of the Committee as to requirements if Cooperative Extension Service meets current problems in a satisfactory and significant manner. The projections of the Committee indicate the minimum resources required to do the job that needs to be done. If additional resources do not become available, Extension must still change and adapt its programs but will be forced to do so at a much slower rate and with greater limitations.

The Congress and the state legislatures are urged to examine the latent as well as existing capabilities of the Cooperative Extension Service as one of the most suitably oriented and organized institutions of our society for merging the educational thrusts of government and universities toward solution of basic problems of the society. **The Committee calls upon the Extension directors of the nation and the Federal Extension Service to view these challenges and opportunities for larger service squarely and affirmatively and to provide the leadership required in meeting them cooperatively with other institutions created to assist the individual and the society.**

Recommendations on Role and Relationships

An effective program of Extension requires an identification of Extension's role in the field and carefully established relationship patterns with other agencies, organizations, and institutions. **The Joint Study Committee recommends that:**

- **When the USDA or the universities contemplate major changes in program scope, direction, organization, or operations substantially affecting the Cooperative Extension Service, the other partner should be fully involved in the decisions. The Memorandum of Understanding should include a provision to this effect.**

- **The Cooperative Extension Service should be the "educational arm" of the USDA and educational support arm for other governmental agencies.**

- **Extension should make conscious and deliberate efforts to strengthen the local Cooperative Extension Service office in its role as a primary source of information and focal referral point for the many programs involving direct relationships between units of government and the people, especially in rural areas.**

- **The local Cooperative Extension Service office should be the public's point of contact for the entire land-grant university.**

- **The existing relationships with county governments should be maintained. Efforts should be made to involve more city governments in the financial support of Extension programs,** especially those which are directed more toward urban audiences.

- In the opinion of the Committee, **the appropriate point for administration of various Extension functions funded from different sources within the federal government is at the university level.**

- Since no single college of the university can contain all of the disciplines needed for Extension work today, **the university administration should develop administrative mechanisms which will provide access to and support from all colleges and departments which have competencies relevant to the Extension function.**

- The Committee believes that **continued official affiliation of Cooperative Extension Service within the Extension Section of the Division of Agriculture of the National Association of State Universities and Land-Grant Colleges is appropriate for the USDA-related role.**

- **The present relationships with county governments should be maintained, but more city governments should be involved in financial support of Extension programs directed at urban audiences.**

- Since the functions of Cooperative Extension Service as recommended by the Joint Study Committee are university wide, **it is recommended that the organizational structure of the Council on Extension of the NASULGC be modified to provide for participating membership for Directors of Cooperative Extension Service or their representatives in addition to continued membership in the Division of Agriculture.**

- **A close and continuing working relationship should be maintained between the Exten-**

sion Committee on Organization and Policy and the Office of International Programs of the National Association of State Universities and Land-Grant Colleges.

- **The Cooperative Extension Service should give increased attention to staff training and development.**

- **The Cooperative Extension Service should cooperate closely with other agencies and institutions.**

Program Recommendations

The efforts already made by Cooperative Extension Service to improve the effectiveness of its programs should be acknowledged. In recent years, there has been a marked improvement in the professional qualifications of specialists. Many area or multi-county specialized agents have been assigned. Efforts have been increased in adaptive research, and increasing attention is being directed toward educational programs which relate agricultural production enterprises to the total sales and distribution system of the nation.

The role of the Extension agent has increasingly involved a commitment to the community and those groups active within the community. Developmental programs have been added which deal with a broad range of social and economic factors. Family and youth programs have become increasingly effective in the urban environment. New arrangements with agencies and local organizations have emerged. Increasing emphasis has been given to staff training and development and considerable progress has been made in the level of formal training possessed by Extension personnel.

These changes have largely been made possible by a reallocation of resources available to Cooperative Extension through its traditional channels.

The Joint Study Committee acknowledges the changes which have been made by Cooperative Extension in adapting programs to current needs of society. The Committee believes, however, that significant additional modifications will be required in the decade ahead.

Recommendations Pertaining to all Program Elements

The Joint Study Committee recommends that the Cooperative Extension Service seek maximum effectiveness from its manpower resources by:

- **Employing more specialized area agents.**

- **Upgrading the professional competence of personnel.**

- **Increasing use of specialists holding joint research, teaching, and extension appointments.**

- **Experimenting with new organizational structures such as multi-county staffing and specialist teams.**

- **Employing personnel trained in disciplines relevant to the assigned educational role.**

- **Increasing the use of consulting teams on a contract basis for special problems.**

- **Increasing the use of non-Extension personnel hired for specific work on a part-time, one-time, or periodic basis for help in disciplines not available on the regular staff.**

- **Making the best use of available staff by utilizing new electronic teaching devices, new communications systems, and new teaching techniques.**

Recommendations Pertaining to Specific Program Elements

Agriculture and Related Industries

National goals related to economic growth, technological change, and to agriculture (page 6) demand that Cooperative Extension maintain an effective program in agriculture and its related industries. **The Joint Study Committee recommends that the Cooperative Extension Service:**

- **Increase program emphasis in marketing and farm business management.**

- **Reduce the relative percentage of effort in husbandry and production programs.**

- **Take advantage of the capability of commercial agricultural firms to provide a part of the technological information.**

Social and Economic Development

National goals of the democratic process, education, the democratic economy, economic growth, living conditions, and health and welfare may all be served to some degree by Cooperative Extension efforts in social and economic development (see pages 5 - 6). These efforts can effectively assist in alleviating problems related to the American community and unequal opportunity. **The Joint Study Committee recommends that Extension should:**

- **Expand efforts in educational programs of social and economic development.**

- **Make significantly greater efforts to assist low-income farmers in decisions other than agricultural production, including selection of alternative vocations.** In addition, Extension's efforts to serve the low-income farmer should include attention to group, community, and institutional contributions designed to improve communities and the general economic welfare of the areas in which these people live.

- **Expand program activity dealing with natural resources and the environment.** In conducting these programs, Extension should provide full factual information regarding causes of such problems as stream or air pollution, source and impact of careless waste disposal, implications arising from competing land and resource use patterns, and enter the controversial arena of public concern by stating and clarifying natural resource issues in the minds of the public.

- **Build upon Extension strengths in rural areas, but also increase the commitment to the central city in the years ahead.**

Quality of Living

National goals related to the individual, equality, the democratic process, education, the arts and sciences, the democratic economy, technological change, and living conditions (pages 5-6), can all be aided by effective Extension programs related to the quality of living. Satisfactory and fully effective response by the Cooperative Extension Service will, however, require major shifts in emphasis, innovation, and a high degree of coordination with other agencies and institutions. **The Joint Study Committee recommends that the Cooperative Extension Service should:**

- **Expand Extension programs of youth and family education.**

- **Expand sharply the educational programs to help the disadvantaged and the alienated.**

- **Emphasize the disciplines of social and behavioral sciences as well as those of home economics in filling positions to support future programs related to the family.**

- **Assign personnel to work in Extension youth programs who are qualified in disciplines relevant to the education and motivation of youth.**

- **Adapt and expand 4-H as well as provide additional youth educational activities where 4-H is not a suitable mechanism for meeting specific problems.**

- **Undertake continuing national as well as state dialogue with leaders of cooperating organizations, to seek ways by which each organization can assist in meeting the emerging broad human development problems.**

- **Conduct programs in the quality of living category in urban as well as rural areas.**

International Extension

The national goal of aid to less developed nations demands a transfer of technology and its practical application. The Cooperative Extension Service has proved its capability in this arena. Given a mandate and financial support, it can contribute significantly to this national goal. **The Joint Study Committee recommends that the federal government should:**

- **Evolve long-range program strategy for the U. S. overseas agricultural development programs. The strategy should provide for a formally planned and specifically financed Ex-**

tension component and define the nature of relationships under which such long-term programs will function.

- **Make efforts to adapt existing U. S. institutions, including Cooperative Extension Service, to long-range overseas programs of agricultural development.**

- **Direct major initial emphasis in Extension programs abroad toward increased agricultural production and marketing.**

- **Develop Cooperative Extension field support for approved agricultural development activities sponsored by private industry in other nations.**

- **Establish International Extension Training Centers at one or more land-grant universities.**

Special Recommendations

In its infancy, the Cooperative Extension Service was dedicated to improving the lot of a class of people who were in fact disadvantaged compared to the rest of society. The emergence of the Extension function and the response by innovative and concerned individuals has led to an increased involvement with people in the middle- and upper-income levels. The current urgent problems of the United States have refocused attention on the problems of those who are alienated by race, income, or other factors. For these reasons, **the Joint Study Committee recommends that:**

- **The Cooperative Extension Service should increase its emphasis on programs designed to motivate and otherwise assist the disadvantaged and the alienated.**

- **Special funds be made available to each State Cooperative Extension Service for the express purpose of working with other colleges and universities in the state that possess the needed competencies to help Cooperative Extension achieve its stated objectives.**

- **The predominantly Negro land-grant colleges be given greater opportunity to contribute to solution of these problems. The Committee recommends the appropriation of sufficient additional funds by the proper federal, state, local, and private agencies to substantially strengthen their over-all capability.**

- **In those states where more than one land-grant institution exists, cooperative relationships be developed which will permit an effective program partnership between the two land-grant institutions.** This relationship should be based upon continuing additional funding for the Extension work to be conducted by the predominantly Negro land-grant institution. In the use of these funds **the relationship should provide:**

  Cooperative program development

  Cooperative program execution

  Continuing joint program review.

Coordinated plans for cooperation between the predominantly white and predominantly Negro land-grant institutions for Extension work shall be an integral part of the plan of work submitted by each State Cooperative Extension Service for approval by the Federal Extension Service.

Epilogue

The spirit of its people gave the United States a vigor, a restlessness, and a forward thrust which propelled thirteen weak and divided colonies into a position of world leadership and power in less than two centuries.

We now ask appropriately, "What of the centuries ahead? Are we worthy of our heritage? Are we as a people willing to build upon and contribute to a legacy won not only on the battlefields of the world but in our factories, our farms, our offices, our schools, and our homes? Or is this generation of Americans content to bask in indolent affluence while it lives off of its rich inheritance?" If this latter condition typifies us, this report holds little relevance; but, if we care, if we seek beyond the present, it is relevant indeed.

The key factor in our national development has been the spirit of the people. If that spirit remains, our potential as a people is unlimited. If it is lost, if we have become a people seeking only creature comfort, we are losing our significance as a nation. The Joint Study Committee believes the spirit remains. It believes that as a people we possess a sense of dedication—a sense of growth and forward movement, a sense of compassion for our fellow man, and that we possess the cumulative strength of free men seeking to achieve within a humanitarian and democratic philosophy. We believe the character of the nation today gives us strength to meet the future with a clear, strong, affirmative response.

The Committee believes that education and research continue to be cornerstones of the cathedral of human development and human achievement. It believes that education in this generation is a lifelong learning process and must be made available to all. It believes that the Cooperative Extension Service is a unique and effective mechanism for taking knowledge to the individual whatever his race or economic status.

The recommendations for program and staff expansion made by the Joint Study Committee have been based upon a careful assessment of present problems and priority issues in the United States. Alternatives are to ignore the basic educational issues involved, or to assume they will be performed by another organization. To ignore them is to deny the major direction of national concern and public policy. It is to assume that educational efforts will be bypassed in favor of stop-gap programs concerned with the symptoms rather than the causes of our major problems. It is to deny the function of informal, problem oriented education in a dynamic, technological, democratic society; it is to turn our backs on the less advantaged; it is to confine Extension to a limited, out-moded agrarian concept and do so at the expense of those rural programs which remain a core to the total effort.

Reliance upon other agencies to do the jobs outlined in this report will simply mean duplicating many offices and arrangements already possible through the Cooperative Extension Service. It might also lead to arrangements which offer less capability to merge development efforts of universities and agencies of government.

The recommendations fully acknowledge the need for Cooperative Extension Service, in its broadened role, to cooperate with other institutions and organizations, especially in metropolitan areas. They acknowledge that Extension cannot and should not do all things for all people. But they stress the unique character of the Cooperative Extension Service and call for a mandate to fully utilize as a base for greater service, the existing staff of some fifteen thousand professional educators with a history of success in helping people help themselves.

It is a critical decision for the nation to commit itself to provide and conduct innovative, relevant, and effective extension type programs for people who need practical knowledge.

It is the position of the Committee that Extension can continue to be what it was created to be—an institution for national progress through assistance to the individual. This report calls for the spirit and the goals of the past to be fused with the efforts of the present and objectives of the future. A combined commitment to this end by administrators, staff, and legislative bodies will be essential to realize the full potential of the Cooperative Extension Service in the years ahead.

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